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Report

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of the

California Educational Commission

Legislation Proposed

As approved at Meeting of Committee
held in San Francisco
on December 7, 1900

1900

Report

of the

California Educational Commission

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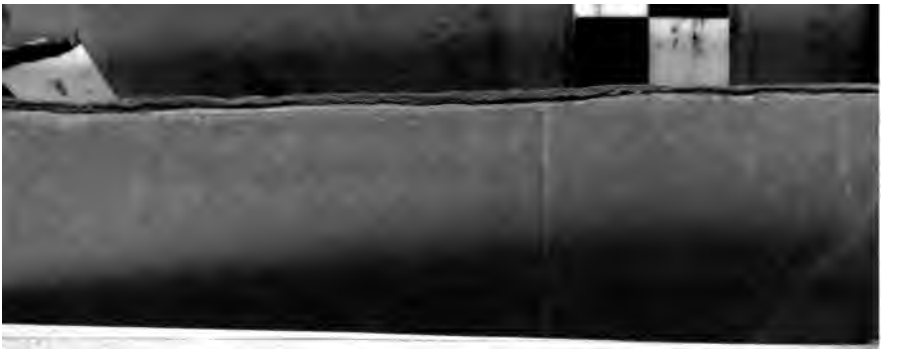
Legislation Proposed

As approved at Meeting of Committee
held in San Francisco
on December 7, 1900

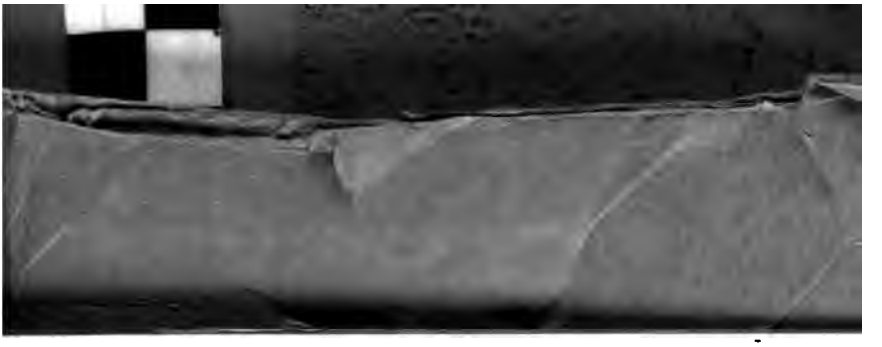
The California State Teachers' Association, in session at Sacramento, December, 1899, adopted a resolution authorizing the Superintendent of Public Instruction Thomas J. Kirk, President David Starr Jordan of Leland Stanford Jr. University, and President Benjamin Ide Wheeler of the University of California, to appoint as many persons as in their judgment seemed wise, to act with them as an educational Commission, to consider the needs of the schools of California, and to suggest means of meeting the same. The Commission as thus appointed consists of the following persons:—

MEMBERS STATE EDUCATIONAL COMMISSION.

EDWARD F. ADAMS ..... Wrights
J. W. ANDERSON ..... San Francisco
ALDEN ANDERSON ..... Suisun
JAMES A. BARR ..... Stockton
G. W. BEATTIE ..... Berkeley
SAMUEL T. BLACK, Ex-State Superintendent ..... San Diego
H. M. BLAND ..... San José
Miss NELLIE BOYD ..... Fresno
Dr. NORMAN BRIDGE ..... Pasadena
ELMER E. BROWN ..... Berkeley
JOHN E. BUDD ..... Stockton
FREDERIC BURK, Ex-Pres. State Teachers' Assn. ..... San Francisco
Rev. T. F. BURNHAM ..... Vallejo
F. M. CAMPBELL ..... Oakland
C. W. CHILDS ..... San José
GEORGE E. CHURCH ..... Fresno
N. P. CONREY ..... Los Angeles
E. P. CUBBERLEY ..... Stanford University
M. E. DAILEY ..... San José
HORACE DAVIS ..... San Francisco



SENATOR JOHN F. DAVIS ..... Jackson
DR. E. R. DILLE ..... Oakland
M. H. DEYOUNG ..... San Francisco
F. E. DUNLAP ..... Stockton
MAYOR FRED EATON ..... Los Angeles
C. L. ENNIS ..... Los Angeles
JAMES A. FOSHAY ..... Los Angeles
P. M. FISHER ..... Oakland
ROBERT FURLONG ..... San Rafael
HIS EXCELLENCY HENRY T. GAGE, Governor ..... Sacramento
MRS. JULIA HUGHES GILBERT ..... Palo Alto
SENATOR J. N. GILLETTE ..... Eureka
JAMES W. GRAHAM ..... Hanford
WILL S. GREEN ..... Colusa
E. C. HART ..... Sacramento
MRS. PHŒBE A. HEARST ..... San Francisco
DR. IRA G. HOITT ..... Menlo Park
TIMOTHY HOPKINS ..... San Francisco
EDWARD HYATT ..... Riverside
JOHN P. IRISH ..... San Francisco
DAVID STARR JORDAN, President Leland Stanford Jr. University ..... Stanford University
THOMAS J. KIRK, Supt. of Public Instruction ..... Sacramento
E. O. LARKINS ..... Visalia
F. C. LUSK ..... Chico
J. W. LINSCOTT ..... Santa Cruz
CHARLES F. LUMMIS ..... Los Angeles
C. W. MARK ..... San Francisco
W. S. MELICK ..... Pasadena
WM. H. MILLS ..... San Francisco
JUDGE W. W. MORROW ..... San Rafael
FRANK MORTON ..... San Francisco
CHAS. A. MURDOCK ..... San Francisco
C. L. McLANE ..... Fresno
C. K. McCLATCHY ..... Sacramento

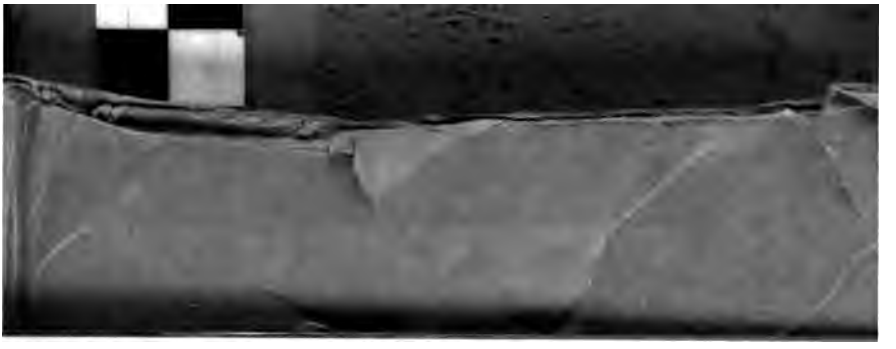


J. W. McCLYMONDS.....Oakland
J. B. McCHESNEY.....Oakland
Hon. JACOB H. NEFF.....Colfax
FREMONT OLDER.....San Francisco
HARRISON G. OTIS.....Los Angeles
Dr. GEORGE C. PARDEE.....Oakland
Mayor JAMES D. PHELAN.....San Francisco
E. T. PIERCE.....Los Angeles
W. R. PORTER.....Santa Cruz
ARTHUR RODGERS.....San Francisco
Senator CHESTER A. ROWELL.....Fresno
R. M. SHACKELFORD.....Paso Robles
GEORGE L. SACKETT.....Ventura
LOUIS SLOSS.....Alameda
P. W. SMITH.....Auburn
Senator S. C. SMITH.....Bakersfield
Mayor R. W. SNOW.....Oakland
JOHN D. SPRECKELS.....San Francisco
Senator F. S. STRATTON.....Oakland
Judge EDWARD SWEENEY.....Redding
JOHN SWETT, Ex-State Superintendent.....Martinez
C. C. VAN LIEW.....Chico
R. H. WEBSTER.....San Francisco
H. WEINSTOCK.....Sacramento
BENJAMIN IDE WHEELER, President University of California.....Berkeley
E. B. WILLIS.....Sacramento

A sub-committee, consisting of the following members, was appointed to outline work for the Commission:—

MEMBERS OF SUB-COMMITTEE.

THOMAS J. KIRK,
J. W. McCLYMONDS,
ELMER E. BROWN,
ELLWOOD P. CUBBERLEY,
J. W. LINSCOTT,
ROBERT FURLONG,
R. M. SHACKELFORD,
G. W. BEATTIE,
EDWARD SWEENEY,
F. E. DUNLAP.



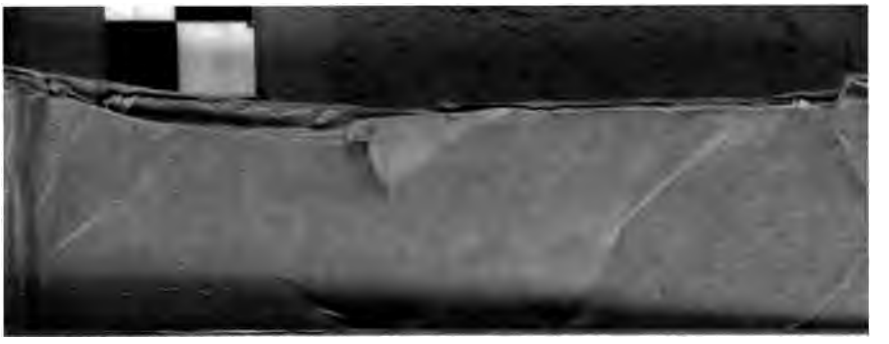
Proposed Constitutional Amendment Permitting State Aid for High Schools and Technical Schools.

Assembly Constitutional Amendment Number —, to propose to the People of the State of California an Amendment to the Constitution of the State, Amending Section Six of Article Nine, Relating to the Public School System and the Support of Public Schools.

Resolved, By the Assembly, the Senate concurring, That the legislature of the State of California, at its regular session commencing on the seventh day of January, nineteen hundred and one, two-thirds of all members elected to each house concurring, hereby proposes that section six of article nine of the constitution of said state be amended to read as follows:

Section 6. The public school system shall include primary and grammar schools, and such high schools, evening schools, normal schools and technical schools as may be established by the legislature, or by municipal or district authority. The entire revenue derived from the state school fund and from the general state school tax shall be applied exclusively to the support of primary and grammar schools; but the legislature may authorize and cause to be levied a special state school tax, for the support of high schools and technical schools, or either of such schools, included in the public school system,

and all revenue derived from such special tax shall be applied exclusively to the support of the schools for which such special tax shall be levied.



PROPOSED CONSTITUTIONAL AMENDMENT PROVIDING FOR A STATE NORMAL SCHOOL BOARD.

ASSEMBLY CONSTITUTIONAL AMENDMENT, NUMBER —, TO PROPOSE TO THE PEOPLE OF THE STATE OF CALIFORNIA AN AMENDMENT TO THE CONSTITUTION OF THE STATE, AMENDING ARTICLE NINE BY ADDING A NEW SECTION THERETO, TO BE KNOWN AS SECTION NUMBER —, RELATING TO THE CONTROL OF STATE NORMAL SCHOOLS AND TO APPROPRIATIONS THEREFOR.

Resolved, By the Assembly, the Senate concurring, That the legislature of the State of California, at its regular session commencing on the seventh day of January, nineteen hundred and one, two-thirds of all members elected to each house concurring, hereby proposes that article nine of the constitution of said state be amended by adding thereto a new section, to be known as section number —, and to read as follows:

SECTION —. All normal schools now established, or hereafter to be established, by the state, shall be under the control of a state normal school board, subject to such regulations as shall be prescribed by law, which state normal school board shall consist of the Governor, the Superintendent of Public Instruction, and sixteen members to be appointed by the Governor, with the consent of the Senate. The term of such appointed members shall be sixteen years; *provided* that the sixteen

members first appointed shall, at the first meeting of the board, so classify themselves by lot that two of the members so appointed shall go out of office at the end of every successive two years. Vacancies shall be filled by appointment by the Governor for the remainder of the term. Said normal schools shall be entirely independent of all political or sectarian influence, and kept free therefrom in the appointment of the members of said board. All moneys appropriated for the support of said normal schools shall be appropriated generally for that purpose, and shall be apportioned to the several normal schools by the said board, as it shall deem best. All moneys appropriated for the purchase or improvement of grounds for said normal schools, or for the purchase, erection or improvement of, or addition to, buildings for said normal schools, shall be appropriated generally for such purpose or purposes, and shall be subject to expenditure by said board, for the purpose or purposes stated generally in the appropriation, at such place or places, and for such of said normal schools, as said board shall determine.

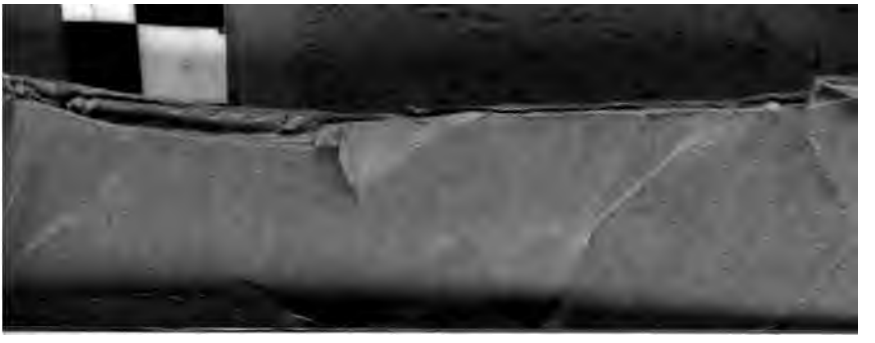
A Proposed Act to Enforce the Educational Rights of Children.

The People of the State of California, represented in Senate and Assembly, do enact as follows:

Section 1. Unless excused as hereinafter provided, each parent, guardian, or other person, in the state of California, having control or charge of any child between the ages of eight and fourteen years, shall be required to send such child to a public school, during each school year, for a period of at least five months of the time during which a public school shall be in session, in the city or city and county or school district in which said child resides, and at least eighteen weeks of such attendance shall be consecutive; *provided*, that should it be shown to the satisfaction of the board of education of the city or city and county, or of the board of trustees of the school district, in which such child resides, that the child's bodily or mental condition is such as to prevent or render inadvisable attendance at school, or application to study,—a certificate from any reputable physician that the child is not able to attend school, or that its attendance is inadvisable, must be taken as satisfactory evidence by any such board,—or proof being given that the parents or parent are extremely poor or sick and that the services of the child are actually needed to support such parents or parent; or that such child is being taught in a private school, or by a private tutor, or at home by any person capable of teaching, in such

branches as are usually taught in the primary and grammar schools of this state; or that no public school is located within two miles, by the nearest traveled road, of the residence of the child; then it shall be the duty of such board of education or board of trustees, upon application of the parent or guardian or other person having the control or charge of such child, to excuse such child from attendance at school, during the continuance of such defect or condition upon which such excuse is granted; and *provided further*, that circumstances rendering attendance impracticable or dangerous to health, owing to unusual storm or other sufficient cause, shall work an exemption from the penalties of this Act. If any parent or guardian or other person having control or charge of any such child presents proof to such board of education or board of trustees, by affidavit, that he is unable to compel such child to attend school, said parent, guardian or other person shall be exempt from the penalties of this Act, as regards the subsequent non-attendance at school of such child, and said child may, in the discretion of such board, be deemed a truant and subject to assignment to the parental school.

SEC. 2. Any parent, guardian, or other person having control or charge of any such child, who shall fail to comply with the provisions of this Act, shall, unless excused or exempted therefrom as hereinbefore provided, be deemed guilty of a misdemeanor, and, upon conviction, shall be liable, for the first offense, to a fine of not more than ten dollars or to imprisonment for not more than five days, and for each subsequent offense he shall



be liable to a fine of not less than ten nor more than fifty dollars, or to imprisonment for not less than five days nor more than twenty-five days, or to both such fine and imprisonment.

SEC. 3. The board of education of any city or city and county, or the board of trustees of any school district, shall, on the complaint of any person, make full and impartial investigation of all charges against parents or guardians or other persons having control or charge of any such child, for violation of any of the provisions of this Act. If it shall appear upon such investigation that any such parent or guardian or other person has violated any of the provisions of this Act, it is hereby made the duty of the secretary of such board of education, except as hereinafter provided, or the clerk of such board of trustees, to make and file in the proper court a criminal complaint against such parent, guardian or other person, charging such violation, and to see that such charge is prosecuted by the proper authorities; *provided*, that in cities and cities and counties having an attendance officer or officers, such officer or officers shall, under the direction of the board of education or the city superintendent of schools, make and file such complaint and see that such charge is prosecuted by the proper authorities.

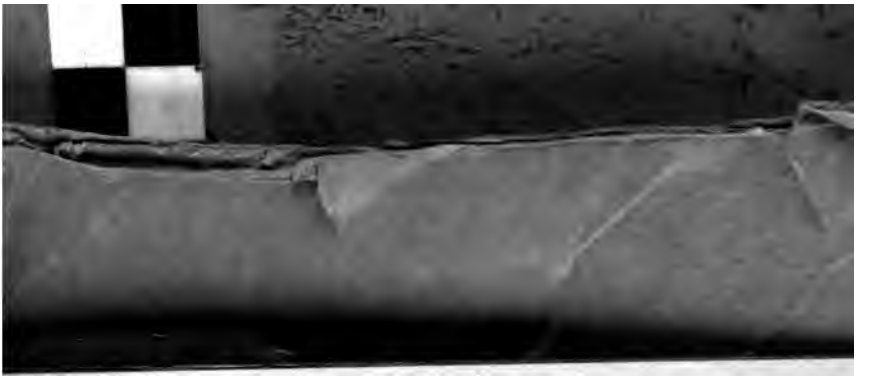
SEC. 4. The board of education of any city or city and county may appoint and remove at pleasure one or more attendance officers of such city, or city and county, and shall fix their compensation, not exceeding one

fourteen years, as shall be committed thereto as provide
in this Act, and no pupil shall be committed to, c
required to attend, such school, except as in this A
provided. Said board of education may make suc
special rules and regulations for the government of
parental school as shall be consistent with the provision
and purposes of this Act and not contrary to la
Such board may provide for the detention, maintenanc
and instruction of such children in such schools; an
such board or the city superintendent of schools in an
city, or city and county, may, after reasonable notice t
any such child, and an opportunity for the child to b
heard, and with consent of the parent, guardian or othe
person having control or charge of such child, order suc
child to attend such school, or to be detained and main
tained therein for such period and under such rules an
regulations as such board may prescribe, not exceedin
the remainder of the school year. If such parent, gua
dian or person having control or charge of such chil
shall not consent to such order, such child may be pro
ceeded against under this Act. If any child, in any cit
or city and county in which a parental school shall b
established, shall be an habitual truant, or be irregula
in attendance at school, within the meaning of the
terms as defined in this Act, or shall be insubordinate o
disorderly during attendance at school, it shall be th
duty of the attendance officer, or of the secretary of th
board of education if there be no attendance officer, t
make and file a complaint against such child, in th
proper court, charging the fact, and to see that suc
charge is prosecuted by the proper authority; and if th

court, upon the hearing of such complaint, shall find that such charge is sustained, the court shall render judgment that such child be committed to, and be detained and maintained in, a parental school in such city, or city and county, for a term not to exceed the remainder of the current school year; *provided*, that if the parent, guardian or other person having control or charge of such child shall, within three days after the rendition of such judgment, execute a good and sufficient bond to the state of California, with sufficient sureties, in the sum of two hundred dollars, conditioned that such child will, during the remainder of such current school year, regularly attend some public or private school in such city, or city and county, and not be insubordinate or disorderly in such attendance, such bond to be approved by the judge of said court and be filed with the secretary of the board of education, then such court shall make an order suspending the execution of such judgment so long as the condition of such bond shall be complied with. If the condition of such bond be violated, such court, upon receiving satisfactory evidence of the fact, shall make an order declaring such bond forfeited and directing such judgment to be thenceforth enforced. Such board of education may, at any time within one year after any such bond shall be declared forfeited, have execution issued against any or all of the parties to such bond, to collect the amount thereof; and all moneys paid or collected on such bond shall be paid over to the parental school fund of such city or city and county. No fees shall be charged or received by any court or officer in any proceeding under

this section. The confinement of any child in
parental school shall be conducted with a view to t
improvement of the child and to its restoration, as so
as practicable, to the school which he would, if not
confined, be required to attend. The city superinten
ent of schools, or, if there be no city superintendent, tl
board of education, of any city or city and county, sha
have authority, in their discretion, to parole at any tin
any child committed to, or ordered to attend, a parent
school, except when such commitment shall be by jud
ment or order of a court; and when such commitment
any child shall be by judgment or order of a court, su
court may, on the recommendation of the city superi
tendent of schools, or the board of education, make a
order paroling such child, upon such terms and cond
tions as shall be specified in the order. The expen
incurred by any city or city and county, in purchasir
or renting a school site, erecting or renting a buildin
and equipping the same, for the maintenance of
parental school, shall be paid out of funds other tha
those collected for the maintenance of schools. Th
salaries of teachers and the expense for all school su
plies in a parental school shall be paid out of the sam
funds from which similar salaries and expense are pai
for primary and grammar schools, but all other expens
incurred in the maintenance of such parental schoo
shall be paid out of the parental school fund.

SEC. 7. Whenever any board of education sha
determine that it is necessary or expedient for the cit
or city and county to establish and maintain a parent



school, said board shall furnish to the city council, or other governing body of such city or city and county, all necessary and required information and statistics, and if, after consideration, such city council or other governing body grants its consent for the establishment of such parental school, then the board of education shall furnish to the authorities whose duty it is to levy taxes in such city or city and county, thirty days before the time specified by law for fixing the annual tax rate, an estimate of the cost of purchasing or renting a suitable site, and also an estimate of the cost of renting or erecting a suitable building and equipping the same for occupancy as a parental school, and the cost to the city or city and county, other than for salaries of teachers and for school supplies, of conducting the school for the remainder of the current school year. When, pursuant to such consent by such governing body, such estimates shall have been so made and furnished by the board of education of any city or city and county, it is hereby made the duty of the authorities whose duty it shall be to levy taxes in such city or city and county, at the time of levying the taxes, to levy a special tax upon all taxable property of said city or city and county, sufficient in its judgment to provide the facilities requested by the board of education, and for which such estimates shall have been so furnished. It shall be the duty of the board of education, yearly, thereafter, to present to the authorities of the city or city and county, whose duty it is to levy taxes, on or before the first Monday in July, an estimate of the moneys required for conducting the parental school for the school year, other than for the salaries of teachers and for school

supplies. When such estimate shall have been so presented, it shall be the duty of the said authorities to levy a special tax upon the taxable property of said city or city and county, sufficient to maintain such school for the year, exclusive of salaries of teachers and expense of school supplies. All taxes in this Act provided for shall be computed, entered upon the tax roll and collected, in the same manner as other taxes are computed, entered and collected, and when collected shall be placed in a separate fund, to be known as the "Parental School Fund," and shall be paid out on the order of the board of education for the purposes set forth in this Act; *provided*, that all moneys so collected for the purchase of sites or buildings, or the erection or equipment of buildings for parental school purposes, shall be placed in a separate fund, to be known as the "Parental School Building Fund," and shall be used solely for the purpose or purposes for which collected, except that after such purpose or purposes shall have been fully accomplished, the residue of such fund, if any, may be transferred to said Parental School Fund.

SEC. 8. All fines paid as penalties for the violation of any of the provisions of this Act shall, when collected or received, be paid over by the justice or officer receiving the same to the treasurer of the city, or city and county, in which the offense was committed, to be placed to the credit of the parental school fund of such city or city and county, if there be such a fund, otherwise to the credit of the general school fund of such city or city and county, or to the county treasurer, to be placed to the

credit of the school fund of the school district in which the offense was committed.

SEC. 9. And, whereas, the state has provided an institution for the gratuitous instruction of all deaf, dumb or blind persons, of suitable age and capacity, resident in this state, any parent or guardian of any deaf, dumb or blind child, legally entitled to admission to said institution, shall send such child to said institution until such child shall have been therein for five years, or shall have reached the age of majority, unless such child shall be excused from such attendance by the board of education or board of trustees of the city, city and county, or school district in which such child resides, for the reason that the child's bodily or mental condition is such as to prevent or render inadvisable attendance at said institution, or for the reason that such child is receiving proper instruction at home or in some public or private school. Any parent or guardian failing to comply with the requirements of this section shall be guilty of a misdemeanor, and be punishable as provided in section two of this Act.

SEC. 10. Any justice of the peace or recorder of the city or city and county or any justice of the peace of the township in which the school district is located, or in which the offense is committed, shall have jurisdiction of all offenses committed under the provisions of this Act.

SEC. 11. This Act shall take effect and be in force from and after July first, nineteen hundred and one.

SEC. 12. An Act entitled an Act to enforce the educational rights of children, approved March twenty-eighth, eighteen hundred and seventy-four, and all Acts and parts of Acts in conflict with any of the provisions of this Act are hereby repealed.

A PROPOSED ACT TO ADD A NEW SECTION TO THE PENAL CODE, TO BE KNOWN AS SECTION ——, MAKING IT UNLAWFUL IN CERTAIN CASES TO EMPLOY CHILDREN UNDER FOURTEEN YEARS OF AGE.

The People of the State of California, represented in Senate and Assembly, do enact as follows:

SECTION 1. A new section is hereby added to the Penal Code, to be known as section ——, to read as follows:

——. (*a*) It shall be unlawful for any person, firm or corporation to employ any child under the age of fourteen years, in any business or service whatever, for any part of the term during which the public schools of the city, city and county or district, in which the child resides, are in session, who does not at the time of such employment present a certificate signed by the city superintendent of schools, or the secretary of the board of education or the district clerk, of the city, city and county or school district in which the child resides, certifying that for one or more of the following reasons the child is excused from attendance at school:

First—That the child has been in attendance at school five months at least of the school year.

Second—That he has been excused from attendance at school temporarily,—the time to be specified in the certificate,—in order that he may take temporary employment.

Third—That his services are absolutely needed for the support of his mother or invalid father.

Fourth—That he is in regular attendance at evening school.

Fifth—That there is no public school located within two miles of his residence.

Any child under fourteen years of age, in attendance at evening school, shall not be employed by any person, firm or corporation for more than eight hours of the daytime, and must be excused from such employment at or before five P. M.; and any person who, for himself, or acting as the agent or representative of any other person, or of any firm or corporation, shall employ any child contrary to the provisions of this Act, shall be deemed guilty of a misdemeanor, and, upon conviction, shall pay a fine of not less than twenty nor more than fifty dollars, or shall be imprisoned in the county jail for not less than ten nor more than twenty-five days, or shall be subject to both such fine and imprisonment.

(*b*) All fines collected as penalties for the violation of any provision of this section shall, if collected in a city, or city and county, be paid over to the treasurer of such city, or city and county, for the benefit of the general school fund of such city, or city and county; otherwise to the treasurer of the county in which collected, for the benefit of the county school fund of such district.

SEC. 2. This Act shall take effect thirty days after its passage.

A PROPOSED ACT TO ADD A NEW SECTION TO THE POLITICAL CODE, TO BE KNOWN AS SECTION FIFTEEN HUNDRED AND TWENTY-THREE, RELATING TO THE COMPILATION OF TEXT BOOKS FOR USE IN THE COMMON SCHOOLS OF THE STATE.

The People of the State of California, represented in Senate and Assembly, do enact as follows:

A new section is hereby added to the Political Code, to be known as section fifteen hundred and twenty-three, to read as follows:

1523. The state board of education, in compiling or causing to be compiled, text books for use in the common schools of the state, may make use of and adopt, with or without change, all or any part of any text book at the time existing; and if such existing text book, or any part thereof desired to be so used by said board, shall at the time be copyrighted, and said board cannot lawfully make such use of said text book, or part thereof, without consent of the owner of the copyright, then said board may purchase from the owner the right to make such use of such text book, or part thereof, for such price and upon such terms as said board shall deem reasonable; *provided*, that in the judgment of said board such purchase will secure for use in the common schools of the state a satisfactory text book, at a cost less than would be required to compile, without such purchase, a text book of equal merit.

This was adopted and it was voted to request the sub committee and state board of education to prepare a con stitutional amendment which would leave the state board fre to adopt text books offered in the open market.

A PROPOSED ACT TO ADD A NEW SECTION TO THE POLITICAL CODE, TO BE KNOWN AS SECTION SIXTEEN HUNDRED AND SEVENTY-FOUR, PROVIDING FOR THE FORMATION OF UNION SCHOOL DISTRICTS AND THE MAINTENANCE THEREIN OF UNION SCHOOLS.

The People of the State of California, represented in Senate and Assembly, do enact as follows:

SECTION 1. A new section is hereby added to the Political Code, to be known as section sixteen hundred and seventy-four, to read as follows:

1674. Union school districts may be formed, and union schools be maintained therein, as in this section provided.

First—When a majority in each district, as shown by the last preceding school census, of the heads of families residing in two or more school districts in the same county, shall unite in a petition to the county superintendent of schools for the formation of a union school district, to comprise the districts so petitioning, he shall, within twenty days after receiving said petition, call an election for the determination of the question, and shall appoint three qualified electors in each of the districts petitioning to conduct the election therein. Said election shall be held separately and simultaneously at the public school house in each of the districts petitioning, and shall be called by posting notices thereof in three of the most public places in each district, one of

which places shall be the public school house in each district, at least ten days before said election. Said election shall be conducted by the officers appointed for that purpose, in the manner provided by law for conducting school elections. The ballots at such election, in each district, shall contain the words, "For the Union School District," and the voter shall write or print after said words on his ballot the word "Yes" or the word "No." It shall be the duty of said election officers in each district to canvass the vote at said election, and report the result to the county superintendent of schools within five days subsequent to the holding of said election.

Second—If a majority of the vote cast at such election, in each and every of such districts, shall be in favor of such union school district, the county superintendent shall (except in the case of the formation of a union district consisting of but two districts, and as hereinafter provided for in subdivision fourth of this section), within fifteen days after receiving the returns of the election held therein, direct the board of trustees in each of said districts to call a meeting of the qualified electors of their respective districts, in the manner provided in section sixteen hundred and seventeen of this code for calling district meetings. At said meeting the qualified electors shall in each district select one representative, whose powers and duties shall be as hereinafter specified. The representatives so chosen shall name the union school district, and shall have power to make temporary arrangements for the location of one or more union schools therein, and, if satisfactory apartments or buildings in a suitable location are offered or can be pro-

cured, for a consideration or at a rental which would make it advisable to accept the same, they shall have the power to secure an option of a lease on such apartment or building for a period not to exceed three years from the first day of July next ensuing. Within forty days after their selection they shall notify the county superintendent of schools that they desire to meet to locate one or more union schools in and for such union district. Thereafter the representatives so chosen shall meet in conjunction with the county superintendent of schools, at a time and place to be named by the superintendent, for the purpose of determining the location of such union school or schools. At such meeting the superintendent shall be the chairman, and shall be entitled to vote and participate in all its proceedings. Should said representatives fail to unanimously agree upon a location for such school or schools, they shall propose in writing to the county superintendent then present, or, if he is not present, they shall transmit to his office, within ten days, the names of the locations which they, or any of them, favor. Within twenty days after receiving such notice, the superintendent shall call an election as provided in subdivision one hereof, to determine the location of the union school or schools. At such election only such sites as have been named by the representatives and certified to the county superintendent shall be voted upon. Any form of ballot by which the voter signifies his choice of location or locations shall be allowed. The result of said election shall be determined and certified to the county superintendent, as provided in said subdivision one. The location or locations which receive the

largest number of votes shall be chosen as the locati
or locations of the school or schools.

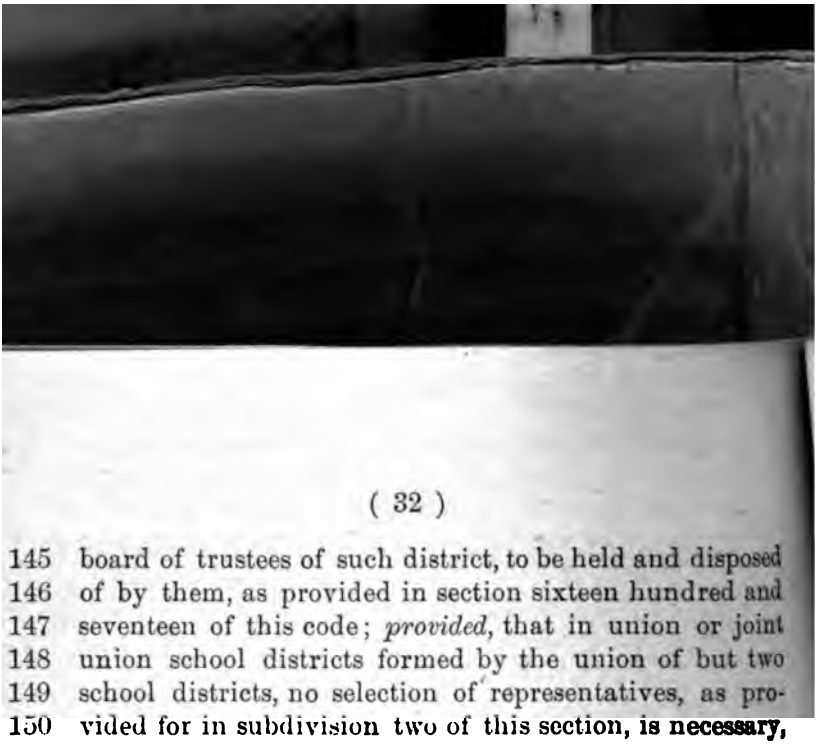
Third—A union school district, formed of sch
districts not all in the same county, is designated a joi
union school district.

(1) When a majority in each district, as shown l
the last preceding school census, of the heads of famili
residing in two or more districts, not all in the san
county, shall unite in a petition to the county superi
tendents of their respective counties for the formation
a joint union school district, to comprise the districts
petitioning, it shall be the duty of each of said superi
tendents, within twenty days after receiving said petitio
to call an election in the district or districts in h
county petitioning, for the purpose of determining t
question, and appoint three qualified electors in each
such petitioning districts, to conduct the election there
Said election shall be called and conducted in all respe
as specified in subdivision one of this section, exc
that the form of ballot shall be "For the Joint Uni
School District," and the result thereof shall be report
by the election officers in each district to the superi
tendent of the county in which such district is situat
within five days subsequent to the holding of sa
election.

(2) If a majority of the votes cast at such electic
in each and every of such districts, shall be in favor
such joint union school district, the county superi
tendent in each county shall (except in the case of t
formation of a joint union district consisting of but t
districts, and as hereinafter provided for in subdivisi

four of this section), within fifteen days after receiving the returns of the election, direct the board of trustees in the district, or districts, in his county, to call a meeting of the qualified electors, as provided in subdivision two of this section. At said meeting the qualified electors, in each district, shall select a representative, as provided in said subdivision. The representatives so chosen shall meet at a time and place to be agreed upon among themselves, and name the joint union school district. The location of the joint union school, or schools, shall be determined by the joint action of the representatives chosen and the county superintendents of the counties, in manner and form as provided for the location of a union school, or schools.

Fourth—Proceedings for the formation of, or for admission to, a union or joint union school district may be begun at any time, but the schools in the districts uniting to form, or that are admitted to, a union or joint union school district, shall remain under the control of their respective boards of trustees until the first day of July next succeeding the formation of the union or joint union district and the location of the union or joint union school or schools, or of admission to a union or joint union district, on which first day of July the districts uniting to form the union or joint union school district, or the districts admitted to such union, shall cease to exist, except for purposes specified in this section, and the terms of office of the school trustees in said districts shall expire, and the district property of each district so uniting or admitted shall vest in such union or joint union district and pass to the control of the



board of trustees of such district, to be held and disposed of by them, as provided in section sixteen hundred and seventeen of this code; *provided*, that in union or joint union school districts formed by the union of but two school districts, no selection of representatives, as provided for in subdivision two of this section, is necessary, and the two boards of trustees for the original school districts shall act as the representatives, and shall constitute the board of trustees for the new union or joint union school district, and each of such trustees shall continue in office for the term for which he was elected, except as hereinafter provided; and *provided further*, that the proceeds of any sale by the board of trustees of the union or joint union school district, of school property that originally belonged to any of the original districts, must first be applied to the discharge of any bonded indebtedness of such original district.

Fifth—In the formation of union or joint union school districts, the representatives selected according to the provisions of subdvision two of this section shall act as a board of trustees for such union or joint union district, until the election or appointment and qualification of the regular board of trustees, as hereinafter provided.

Sixth—In union or joint union school districts, formed by the union of more than two school districts, the board of trustees shall be composed of one member elected from each district composing the union or joint union district, at the time and in the manner presented for the election of school trustees, except as otherwise provided in this section. The county school superintendent (or superintendents by concurrent action in joint

union school districts) shall, in union or joint union school districts composed of three or more school districts, divide the districts composing the union or joint union school district into three classes, as nearly equal in number of school districts as possible, to be designated by him (or them) as class A, B, and C, respectively. At the first annual school election following the organization of the union or joint union school district and the location of the school or schools, the districts in class A, as so divided and designated, shall each elect a school trustee for one year; the districts in class B shall each elect a school trustee for two years; the districts in class C shall each elect a school trustee for three years; and all the trustees so elected shall constitute the board of trustees of the union or joint union school district. At each annual election thereafter, as terms of office expire, the school trustees shall be elected for three years, and, in case of expiration of term of appointment, for the unexpired term. Vacancies in the board of school trustees shall be filled by appointment by the county superintendent of schools (in case of joint union school districts by appointment by the county superintendent of the county in which the vacancy occurs), the appointee or appointees to hold until the first day of July next succeeding the appointment.

Seventh—In union or joint union school districts formed by the union of but two school districts, the board of trustees of the union or joint union district shall consist of the two boards of trustees of the districts so uniting, and each trustee shall continue to hold office for the term for which he was elected; *provided*, that

should one or more additional districts at any time
admitted to such union or joint union district, the bo
of trustees shall then consist of one trustee from eacl
the original districts, as provided in subdivision six
this section, and the terms of the trustees in the t
original districts shall expire on the first day of Ju
next ensuing after the admission of the third district.

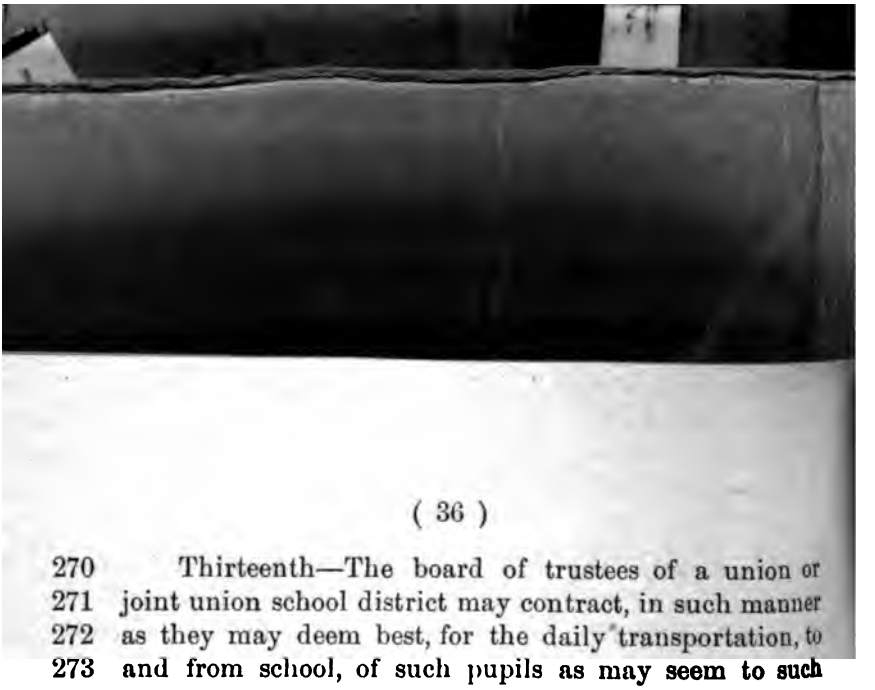
Eighth—After the location of the union or joint uni
school, or schools, has been determined, as provided
subdivision two of this section, the representatives, acti
as a board of trustees, or their successors, may erect or le
a suitable building, as they may deem most advisal
A lease shall not be made for a longer period than th
years. A building may be erected under the provisi
of sections eighteen hundred and thirty to eighteen hu
dred and thirty-nine, inclusive, of this code, relating
a district tax, or sections eighteen hundred and eigl
to eighteen hundred and eighty-nine, inclusive, of t
code, relating to the issuance of bonds. In all cases
plans must be approved by the county superintenden
schools of the county in which the school house is to
located.

Ninth—No change of location of any union or jo
union school, when once established, shall be ma
except upon a petition to the county superintenden
schools (or superintendents, in case of a joint union
trict), signed by two thirds of the heads of famil
residing in such district, as shown by the last precedi
school census, and then only in accordance with all
provisions for the original location of the school, as c
tained in subdivisions two and three of this section.

Tenth—The powers and duties of boards of trustees in union or joint union school districts shall be such as are now, or may hereafter be, assigned by law to boards of school trustees, except as otherwise provided in this section.

Eleventh—Boards of trustees of union or joint union school districts shall hold regular meetings at the school building, at such time as may be provided in the rules and regulations adopted by them for their own government. Such meetings shall not be held less frequently than quarterly. Special meetings may be held at the call of the president of the board. Upon the request, in writing, signed by a majority of any board, the president of said board shall call a meeting thereof, pursuant to such request. Of all special meetings of any board the members thereof shall have at least two days' notice, issued and served by the clerk thereof. At special meetings no business shall be transacted other than as specified in the call therefor; *provided*, that in union and joint union districts formed by the union of more than three school districts the board may appoint an executive committee, consisting of the president and the clerk and one other member of the board, to attend to the routine business of the board, their action to be reported to the board for ratification at its first regular meeting ensuing.

Twelfth—The course of study shall be that prescribed by the proper authority, and shall embrace a period of not less than eight years, except as may be hereafter provided by law; and the text-books used shall be those adopted by the proper authorities. In joint union districts the provisions of section fifteen hundred and eighty-three of this code shall apply.



Thirteenth—The board of trustees of a union or joint union school district may contract, in such manner as they may deem best, for the daily transportation, to and from school, of such pupils as may seem to such board to be in need of such transportation, and shall pay for such transportation, in the usual manner, out of any funds available for the purpose; *provided*, that no funds may be used for the transportation of pupils living within one mile of the school house, measuring the distance by the nearest traveled road; *provided further*, that all such contracts for transportation shall first be approved by the county superintendent (or superintendents) of schools of the county (or counties) in which such district is situated.

Fourteenth—(1) On the first day of July next ensuing after the formation of a union or joint union school district, or the admission thereto of a school district, the county superintendent of schools (or superintendents in joint union school districts) shall transfer, by requisition upon the county auditor, all funds remaining to the credit of the different districts uniting to form the union or joint union district (or to the credit of the district admitted thereto) to the credit of such union or joint union district.

(2) For the purposes of school census enumeration and the apportionment of school moneys, the several school districts uniting to form a union or joint union school district shall be regarded as continuing their separate existence; *provided*, that but one census marshal shall be appointed to take the school census for all of such uniting districts, whose duty it shall be to take the census for each and all of such several districts and include the

same, separately stated for each district, in one report; and *provided further*, that no moneys shall be apportioned directly to any of such several districts, while forming a part of an organized union or joint union school district, but there shall be apportioned to such union or joint union district the aggregate of moneys that would be apportioned to the several school districts composing it, if such several districts were not united.

Fifteenth—(1) Any school district may be admitted to a union or joint union school district by action of the board of supervisors of the county in which such school district is located, upon such terms as may be agreed upon between the board of trustees of the school district seeking admission and the board of trustees of the union or joint union school district, whenever a majority of the heads of families residing in such school district, as shown by the last preceding school census, shall present to said board of supervisors a petition for such annexation, accompanied by a petition for such annexation signed by a majority of the members composing the board of trustees of the union or joint union district to which admission is desired. The county superintendent of schools shall then classify the newly admitted district, in class A, B, or C, as provided in subdivision six of this section, for the election of a trustee thereby. If such petitioning school district and such union or joint union school district be not wholly situated in the same county, then said petitions shall be presented in duplicate to the board of supervisors of each and every county in which any part of either of such districts is situated, and such annexation shall be made only by the concurrent

action of all of such boards of supervisors; and in that case the classification of the annexed district, for election of a trustee, shall be made by concurrent action of the county superintendents of each and all of such counties.

(2) A portion of a school district may be admitted to an adjacent union or joint union school district by action of the board of supervisors of the county in which such school district is situated, whenever a majority of the heads of families residing in such school district, as shown by the last preceding school census, shall present to said board of supervisors a petition for such annexation, accompanied by a petition for such annexation signed by a majority of the members composing the board of trustees of the union or joint union district to which admission is desired. The board of supervisors shall attach such annexed portion of a school district to a contiguous original school district forming part of the union or joint union district, for voting and other purposes, and such annexed portion shall thereafter be a part of the original district to which it is so attached, and cannot subsequently withdraw from the union or joint union district, except as the district to which it is so attached withdraws. Such annexed portion shall have no representation on the board of trustees of the union or joint union school district, except as a part of the district to which it is attached. If such portion of a school district and such union or joint union school district be not wholly situated in the same county, then said petitions shall be presented in duplicate to the board of supervisors of each and every county in which any part of either of such districts is situated, and such

annexation, and such attachment of annexed portion to one of the original districts, shall be made only by the concurrent action of all of such boards of supervisors.

(3) Any school district contained in a union or joint union school district may, in like manner, withdraw from such union or joint union district by action of the board (or boards) of supervisors of the county (or counties) in which the union or joint union district is located, upon such terms as may be agreed upon between the trustee of the school district seeking to withdraw and a majority of the other members of the board of trustees of the union or joint union district, whenever a majority of the heads of families residing in the union or joint union district, including two-thirds of the heads of families residing in the district seeking to withdraw, as shown by the last preceding school census, shall present to such board or boards of supervisors a petition for such withdrawal, accompanied by a written consent to such withdrawal signed by a majority of the members composing the board of trustees of such union or joint union district.

Sixteenth—Any union or joint union school district, formed under the provisions of this section, and which shall have been in existence three years or more, may be dissolved in the following manner: A petition signed by two-thirds of the heads of families residing in such district, as shown by the last preceding school census, shall be presented to the county superintendent of schools of the county in which such district is situated, setting forth briefly the reasons for dissolution and praying that the question may be submitted to the voters in

such district. Upon receiving such petition the superintendent shall, within twenty days, call an election in the district, submitting to the voters therein the question of dissolution of such district. If such petitioning district be not wholly situated within the same county, said petition shall be presented in duplicate to the superintendent of each county having territory within such district, and each superintendent so petitioned shall, within twenty days after receiving such petition, call an election in the territory situate within his county and forming part of such district, and appoint three electors resident within such territory to conduct such election therein. Notice of such election, which must be held throughout the district on the same day and during the same hours, shall be given by posting written or printed notice thereof in at least three of the most public places in such district for at least twelve days next before the day set for such election; and if such district be not wholly situated in the same county, said notice shall be posted for said time in three of the most public places in the portion of the district in each county. Said election shall be conducted in the manner provided by law for conducting school elections. The ballots shall have printed on them the words "For Dissolution," and the voters shall write or print thereafter the word "Yes" or the word "No." The election officers shall report the result of such election, within five days thereafter, to the county superintendent of schools of the county of which they are residents. If a majority of all the votes cast at such election be opposed to dissolution, no further petition shall be entertained or election ordered for a similar purpose within three years

next following such election. If the district in which such election is held be wholly situated in one county, and if two-thirds of all the votes cast at such election be in favor of dissolution, the county superintendent of such county shall forthwith certify the result of such election to the board of supervisors of such county, and such board shall, at its first regular meeting thereafter, make an order declaring such union district dissolved, such order to take effect at the end of the current school year, except as hereinafter provided. If the district in which such election is held be not wholly situated in one county, each of the county superintendents of the counties having territory therein shall immediately certify to the others the result of the election in his own county, and if two-thirds of all the votes cast at such election be in favor of dissolution, all of such county superintendents shall, jointly, forthwith certify the result of such election to the board of supervisors of each of such counties, and said boards, and each of them, shall, at the first regular meeting thereafter, make an order declaring such union or joint union district dissolved such order to take effect at the end of the current school year, except as hereinafter provided. When a union or joint union school district has been thus dissolved, the property thereof shall be sold by the board of supervisors of the county in which such property is situated, and the proceeds of such sale, together with any moneys in the the treasury to the credit of such dissolved district, shall be apportioned to and placed to the credit of the school districts that composed such dissolved district, in proportion to the value of property in each of such school

districts, as determined by the last previous assessment therein for school purposes, and the board or boards of supervisors of the county or counties in which such dissolved district is situated shall make such orders, and such transfers from county to county, as may be necessary or proper to effect such apportionment. From and after the time of the making of the order or orders hereinbefore provided for, declaring a union or joint union school district dissolved, the original school districts composing the same, with such additional territory as shall have been annexed to them, shall be considered to be in existence again, as separate districts, and subject to the provisions of sections fifteen hundred and ninety-three to sixteen hundred and two of this code, relating to elections for school trustees, the first of such elections in each of such districts to be held as in the case of a newly formed district; but such order or orders shall not affect the continuance of the union or joint union board of trustees, or the maintenance of the union or joint union school, until the end of the current school year, at the expiration of which time such board and school shall cease to exist.

SEC. 2. This Act shall take effect and be in force from and after its passage.

A PROPOSED ACT TO AMEND SECTIONS FIFTEEN HUNDRED AND THREE, FIFTEEN HUNDRED AND TWENTY-ONE, SIXTEEN HUNDRED AND SIXTY-THREE, SEVENTEEN HUNDRED AND SEVENTY, SEVENTEEN HUNDRED AND SEVENTY-ONE, SEVENTEEN HUNDRED AND SEVENTY-TWO, AND SEVENTEEN HUNDRED AND SEVENTY-FIVE OF THE POLITICAL CODE, RELATING TO PUBLIC SCHOOLS.

The People of the State of California, represented in Senate and Assembly, do enact as follows:

SECTION 1. Section fifteen hundred and three of the Political Code is hereby amended to read as follows:

1503. (1) The board of trustees of each state normal school, upon the recommendation of the faculty, may issue to those pupils who worthily complete the full course of study and training prescribed, diplomas of graduation, either from the normal department or the kindergarten department, or both.

(2) Said diploma from the normal department shall entitle the holder thereof to an elementary grade certificate from any county, or city and county, board of education in the state. One from the kindergarten department shall entitle the holder to a certificate to teach in any public school kindergarten in the state.

(3) Whenever any county, or city and county, board of education shall present to the state board of education a recommendation showing that the holder of a normal school diploma from the normal department of any

state normal school of the state of California, or of a diploma from any other normal school that the state board of education shall declare to be equivalent to a diploma from the normal department of a state normal school of this state, has had a successful experience of two years in the public schools of this state, subsequent to the granting of such diploma, the state board of education shall grant to the holder thereof a document signed by the president and secretary of the state board, showing such fact. The said diploma, accompanied by said document of the state board attached thereto, shall become a permanent certificate of qualification to teach in any elementary school in the state, valid until such time as the said diploma may be revoked, as provided in subdivision thirteen of section fourteen hundred and eighty-nine of this code.

(4) Upon presentation of the diploma and document referred to in subdivision three of this section to any county, or city and county, superintendent of schools, said superintendent shall record the name of the holder thereof in a book provided for that purpose in his office, and the holder thereof shall thenceforth be absolved from the requirement of subdivision one of section sixteen hundred and ninety-six of this code.

SEC. 2. Section fifteen hundred and twenty-one of said code is hereby amended to read as follows:

1521. The powers and duties of the board are as follows:

(1) To adopt rules and regulations, not inconsistent with the laws of this state, for its own government, and

for the government of the public schools and district school libraries.

(2) To name the credentials, upon which persons may be granted certificates to teach in the high schools of this state. The credentials must be, in the judgment of said board, the equivalent of a diploma of graduation from the University of California, with a recommendation from the faculty thereof, for a teachers' certificate of high school grade. No graduate from said university shall be thus recommended who has not taken the minimum amount of pedagogy prescribed by the state board of education. The said board may also consider the cases of individual candidates, of special qualifications, who have taught successfully for a period of not less than twenty school months each, and who are not possessed of the credentials named by the board under the provisions of this section; and may issue to them special credentials upon which they may be granted certificates to teach in the high schools of the state. In such special cases, the board may take cognizance of any adequate evidence of preparation which the applicants may present; but the standard of qualification in such special cases shall not be lower than that represented by the other credentials named by the board under the provisions of this section.

(3) To grant life diplomas of four grades, valid throughout the state, as follows:

(*a*) High school: Authorizing the holder to teach in any elementary school, and in any high school in which said holder is not required to teach languages other than the English.

(*b*) Elementary school: Authorizing the holder to teach in any elementary school.

(*c*) Kindergarten primary: Authorizing the holder to teach in any kindergarten primary.

(*d*) Special: Authorizing the holder to teach in any school such special branches and in such grades as are named on such diploma.

(4) Except as provided in sections fifteen hundred and three and seventeen hundred and seventy-five of this code, life diplomas may be issued only to such persons as have held for one year, and who still hold, a valid county, or city and county, certificate, corresponding in grade to the grade of diploma applied for, and who shall furnish satisfactory evidence of having had a successful experience in teaching of at least six years. Every application must be accompanied to the state board of education by a certified copy of a resolution adopted by at least a three-fourths vote of all the members composing a county, or city and county, board of education, recommending that the diploma be granted, and also by an affidavit of the applicant, specifically setting forth the places in which, and the dates between which, said applicant has taught, and that said applicant has taught a part of each year for six calendar years. The six years need not be consecutive years; but the aggregate experience must be at least forty-five months, and the applicant must have had twenty-one months' experience in the public schools of California. The application must also be accompanied by a fee of two dollars, for the purpose of defraying the expense of issuing the diploma.

(5) To revoke or suspend for immoral or unprofes

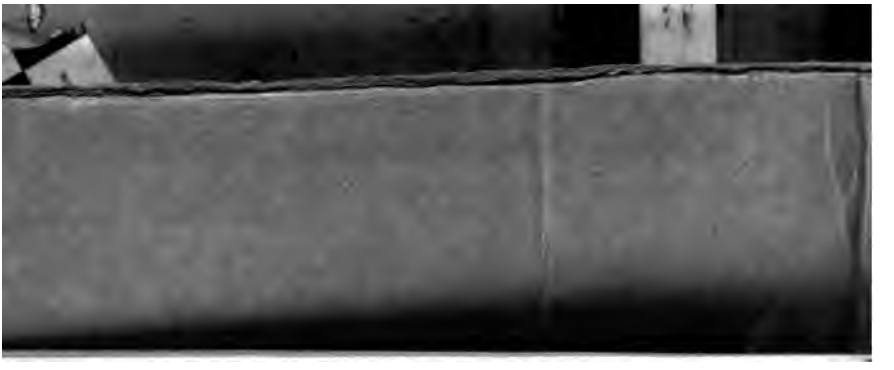
sional conduct, or for evident unfitness for teaching, life diplomas or educational diplomas heretofore issued, or life diplomas that may hereafter be issued; and to adopt such rules for the revocation of diplomas as they may deem expedient or necessary.

(6) To have done by the state printer, or other officer having the management of the state printing, any printing required by it; *provided*, that all orders for printing shall first be approved by the state board of examiners.

(7) To adopt and use, in authentication of its acts an official seal.

(8) To keep a record of its proceedings.

(9) To designate some educational monthly journal as the official organ of the department of public instruction. The publishers of such journal shall, before the tenth day of each month, mail one copy of such journal to the clerk of every school district in the state and to the secretary of every board of education, and shall, on or before the tenth day of each month, file an affidavit with the superintendent of public instruction, showing that such copies have been so mailed for that month. Each clerk of a school district and each clerk of a board of education, receiving a copy of such journal so mailed to him, shall place such copy in the school library of his district, before the end of the month in which such copy shall be so received. The county superintendent of schools of each county, or city and county, shall draw his warrant semi-annually, in favor of the publishers of such school journal, for an amount equal to one-half of the regular subscription price of such journal, not



exceeding one dollar and fifty cents in any school year, for each and every school district in his county, or city and county, and charge the same to the library fund of the district; *provided*, that such warrant shall not be drawn until such county superintendent of schools shall have received from the superintendent of public instruction a certificate to the effect that the affidavits aforesaid have been duly filed in his office, showing the mailing of copies of such journal as above required, for the half year to be covered by such warrant.

SEC. 3. Section sixteen hundred and sixty-three of said code is hereby amended to read as follows:

1663. (1) The public schools of California, other than those supported exclusively by the state, shall be classed as high schools, technical schools, elementary schools (including primary and grammar grades), and kindergarten-primary schools, and no teacher shall be employed to teach in any school if the certificate held by the teacher is of a class below that of a school to be taught; *provided*, that the holders of existing primary certificates or of the same when hereafter renewed, shall be eligible to teach in any of the first five grades of the elementary schools of the county, or in any school which the county superintendent shall have designated as a primary school; and, *provided further*, that nothing herein contained shall be construed as prohibiting the employment of any person holding a valid special certificate for kindergarten work heretofore granted by any county or city and county board of education in this state, as a teacher in any public kindergarten in the county or city

and county in which such valid special certificate for kindergarten work shall have been granted. The county board of education must, except in incorporated cities having boards of education, on or before the first day of July of each year, prescribe the course of study in each grade of the elementary schools for the ensuing school year.

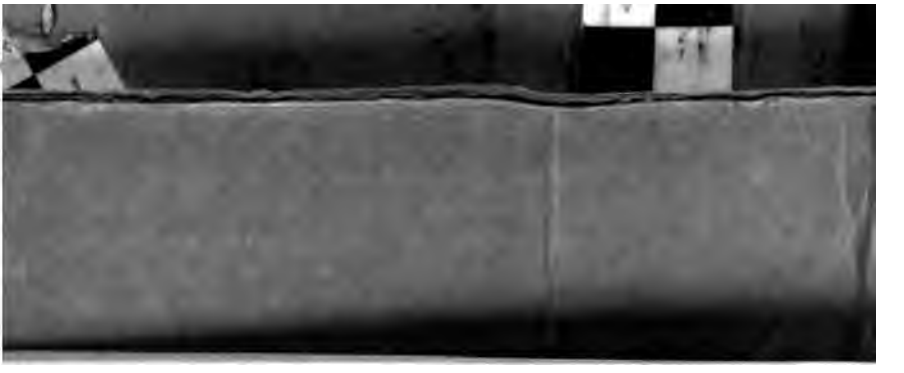
(2) Except in incorporated cities, having boards of education, the county board of education shall provide for a final examination and conferring of diplomas of graduation on those pupils who have satisfactorily completed the course of study provided for the elementary schools of the county.

(3) The county board of education may amend and change, subject to section sixteen hundred and sixty-five of this code, the course of study for the elementary schools, whenever necessary.

SEC. 4. Section seventeen hundred and seventy of said code is hereby amended to read as follows:

1770. (1) Each county board of education shall meet annually in the month of June. Special meetings may be called by the superintendent whenever, in his judgment, the exigencies of the schools may require them to be held. Upon the request of any three members, in writing, the superintendent shall call a special meeting. Notice of all annual meetings shall be given by the secretary at least ten days prior to the time of meeting. No business shall be transacted at a special meeting, except as provided in subdivision two of this section, other than such as may be specified in the call of the secretary.

(2) At the annual meeting only, the board may



examine applicants for certificates to teach in the public schools. All examination papers for teachers' certificates shall be kept on file in the office of the superintendent of schools for at least one year, and each set of such papers shall be open for the inspection of the applicant by whom the same were written, or by his or her authorized agent. Certificates upon credentials may be granted, and unexpired certificates may be renewed, at any meeting of the board.

SEC. 5. Section seventeen hundred and seventy-one of said code is hereby amended to read as follows:

1771. County boards of education have power:

(1) To adopt rules and regulations, not inconsistent with the laws of this state, for their own government.

(2) To prescribe and enforce rules for the examination of teachers, to examine applicants for elementary school certificates and special certificates, and to establish a standard of proficiency which will entitle the person examined to a certificate.

(3) To grant, in accordance with sections seventeen hundred and seventy-two and seventeen hundred and seventy-five of this code, the following certificates, renewable at the option of the board:

(*a*) High-school certificates, authorizing the holders thereof to teach in any high school or elementary school in the county.

(*b*) Elementary school certificates, authorizing the holders thereof to teach in any elementary school in the county.

(*c*) Kindergarten-primary school certificates, au-

thorizing the holders thereof to teach in any kindergarten-primary school in the county.

(*d*) Special certificates, authorizing the holders thereof to teach in the schools of the county such special branch or branches of learning and in such grades as are named on such certificates.

Every such certificate that is not a permanent certificate shall be valid for six years; *provided*, that when any certificate shall be granted on a recommendation that has been given for a limited period only, such certificate shall not be valid for a longer period than that specified in the recommendation.

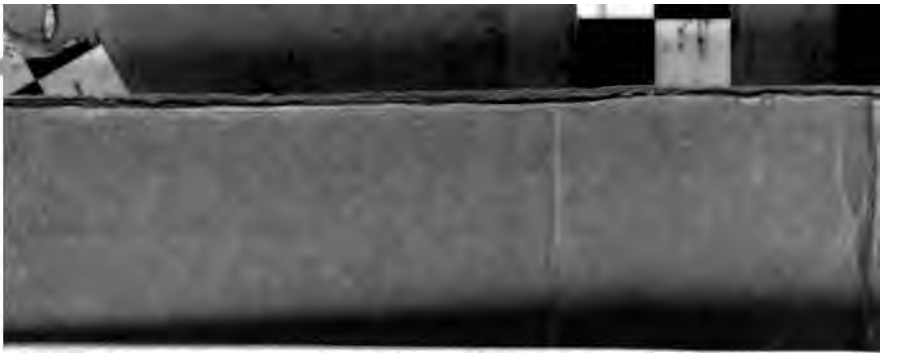
All certificates must be issued upon the blank forms prepared by the superintendent of public instruction, and must have the impress of the seal of the board, and be signed by at least four members, one of whom shall be the county superintendent of schools.

(4) To adopt a list of books and apparatus for district school libraries, and, except in cities having a city board of education, to prescribe and enforce in the public schools a course of study and the use of a uniform series of text-books.

(5) To revoke or suspend for immoral or unprofessional conduct, or evident unfitness for teaching, the certificates granted by them.

(6) To keep a record of their proceedings.

(7) To issue diplomas of graduation from any of the public schools of the county, except in cities having boards of education, which diplomas shall be designed by the superintendent of public instruction, and be distributed as other blanks from his office.



(8) To adopt and use, in authentication of their acts, an official seal, and to have such printing done as may be necessary in the discharge of their duties.

SEC. 6. Section seventeen hundred and seventy-two of said code is hereby amended to read as follows:

1772. County boards of education may, on examination, grant certificates as follows:

(1) Elementary school certificates: To those who have passed a satisfactory examination in the following studies, and these only: English grammar, orthography, physiology, plane geometry, elementary physics, history of the United States, composition, arithmetic, penmanship, vocal music, bookkeeping, methods of teaching, reading, drawing, botany and zoology, school law, English and American literature, civil government, geography, psychology, algebra, defining, and word analysis.

(2) Special certificates: To those who, by examination or any credentials, shall satisfy the board of their special fitness to teach one or more of the particular studies for which special certificates may be granted, and who shall satisfy the board of their proficiency in English grammar, orthography, defining, and methods of teaching. No special certificate shall be granted to teach in any school, studies other than drawing, music, physical culture, and commercial, technical or industrial work.

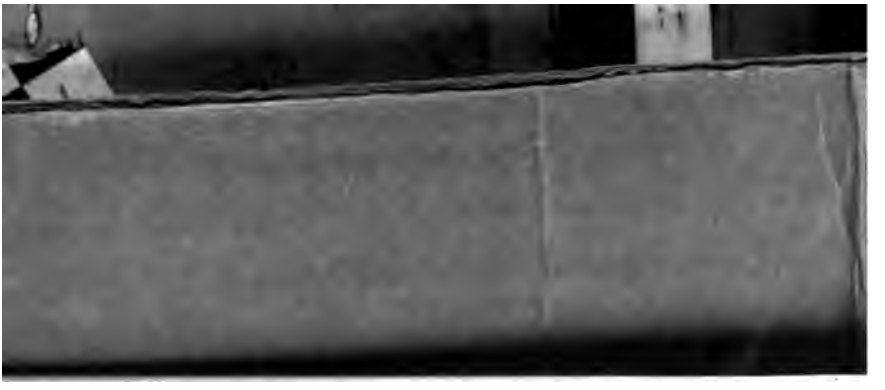
SEC. 7. Section seventeen hundred and seventy-five of said code is hereby amended to read as follows:

1775. (1) County boards of education may, without examination, grant certificates as follows:

(*a*) High school certificates: (1) To the holders of credentials approved by the state board of education in accordance with subdivision two of section fifteen hundred and twenty-one of this code; (2) to the holders of special credentials issued by said state board, in accordance with said subdivision; (3) to holders of valid high school certificates issued by any county, or city and county, board of education in this state.

(*b*) Elementary school certificates: To the holders of the following credentials: (1) Life diplomas or certificates of any state; *provided*, the state board of education in this state shall have decided that said diplomas or certificates represent experience and scholarship equivalent to the requirements for the elementary life diploma in California; (2) California state normal school diplomas, or other normal school diplomas; *provided*, that the state board of education of this state shall have recommended the normal school issuing said diploma as being of equal rank with the state normal schools of California; (3) diplomas from the University of California, or from any other university that shall be declared by the state board of education to be of equal rank with the University of California, when the holders have completed the prescribed course in the pedagogical department of the state university, or a pedagogical course that said state board shall declare to be equivalent to such prescribed course, and have been recommended by the faculty of the university issuing such diploma; (4) grammar grade and elementary grade certificates of any county, or city and county, of California.

(*c*) Kindergarten-primary school certificates: (1) To



the holders of kindergarten-primary school certificates of any county, or city and county, of California; (2) to the holders of diplomas of graduation from the kindergarten department of any state normal school of this state; (3) to the holders of credentials showing that the applicant has had professional kindergarten training in an institution approved by the state board of education, and also general education equivalent to the requirements for graduation from the kindergarten department of a California state normal school.

(2) Elementary school certificates may be granted to the holders of valid primary grade certificates who shall pass satisfactory examinations in such branches as do not appear on their certificates, or in the record of the examination upon which the original certificate was granted. Elementary certificates must be granted, without fee, in lieu of grammar grade certificates, valid at the time when this law goes into effect, the elementary certificate to be valid for the unexpired term of the grammar grade certificate in lieu of which it is issued.

(3) All certificates and diplomas now valid in California shall continue in force and effect for the full term for which they were granted. County boards of education may renew any certificate issued by them prior to the adoption of this law, and now in force, and may renew certificates granted by authority of this law. Renewed certificates shall be valid for a period equal to that for which they were originally granted; *provided*, that whenever the holder of any valid certificate shall have taught successfully in the same county, or city and county, for six years, the board of education of such

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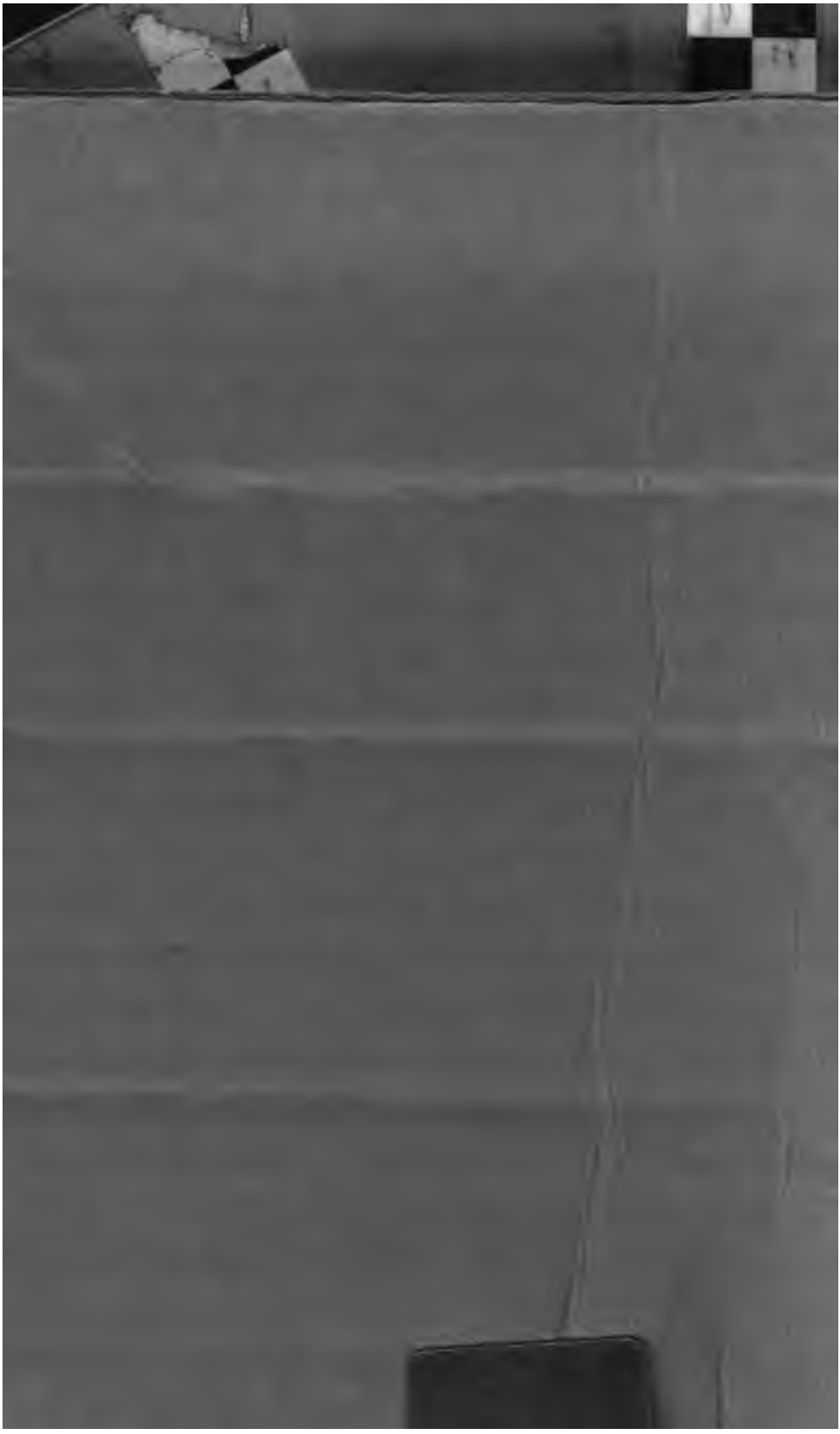
county, or city and county, may grant, in renewal of such certificate a permanent certificate of like kind and grade, valid during the life of the holder, or until revoked for any of the causes shown in subdivision four of section seventeen hundred and ninety-one of this code.

(4) Whenever any holder of a diploma from the state university, or from any other university that shall be declared by the state board of education to be of equal rank with the state university, shall present to said state board satisfactory evidence of having had two years' successful experience as a teacher, subsequent to graduation, accompanied by satisfactory evidence that such holder has completed the prescribed course in the pedagogical department of the University of California, or a pedagogical course equivalent thereto, the state board of education shall grant to the holder of said university diploma a document signed by the president and secretary of the state board, showing such fact, and said diploma accompanied by said document of the state board attached thereto, shall become a permanent certificate of qualification to teach in any elementary or high school in the state, valid until such time as the said document shall be revoked by said state board of education, for any of the causes shown in subdivision four of section seventeen hundred and ninety-one of this code.

SEC. 8. This Act shall take effect and be in force from and after the first day of July, 1901.



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FIRST REPORT

— OF THE —

Committee on the Course of Study for Elementary Schools.

OAKLAND, CALIFORNIA.
1896.

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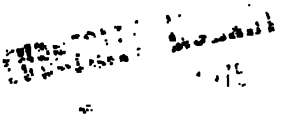

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REPORT OF THE COMMITTEE OF THE CALIFORNIA COUNCIL OF EDUCATION ON THE COURSE OF STUDY FOR ELEMENTARY SCHOOLS.

To the California State Council of Education:

GENTLEMEN: Your committee, appointed at the meeting of the State Council in Santa Cruz, December 28, 1894, to consider the question of a uniform course of study for the elementary schools of this State, begs leave to present the following report of progress:

It was apparent from the outset that the task assigned to this committee was a difficult one. Probably no one who has seriously studied the problem feels competent to give a final answer to all or nearly all of the perplexing questions it suggests. Yet it seems clear that, even in the present unstable condition of educational thought, a decided improvement of courses now in use is possible. In particular, courses which may have been framed with reference to one or two controlling ideas can hardly fail to receive advantage from an all-round consideration of the subject from various points of view. An eclectic course, taking indiscriminately, a little here from one school of thought, and a little there from another, is certainly not desirable; but a course framed deliberately and with definite purpose, after a broad and catholic examination of the subject, is eminently to be desired.

Your committee does not interpret its commission as requiring it to prepare a course, complete in all details. We submit that a course that should be absolutely uniform for all sections of this great State could not be the best course for all sections of the State. Yet we believe that a far-reaching unification of courses is both desirable and possible. It is only in minor details that a good education for a child in Siskiyou county differs from a good education for a child in San Diego county. An examination of the courses of study now in use in the various counties and cities of the State shows less of fundamental difference among them than is sometimes supposed to exist. In two respects this State has especial advantages as regards the unification of courses of study. The same series of text-books is in use in all of our public schools; and the schools of each county are organized and conducted under a uniform curriculum, prepared in each case by the County Board.

However, it seemed best to your committee not to prepare at once even the outline of a course of study, and propose it for general adoption in the counties and cities of the State. We realize the fact that the course of study is not the real educator; the teachers in our schools are the real educators, and the course of study is intended to serve as a guide and help to them. To accomplish its true purpose, the course of study must be so inwrought with the educational thought and purpose of the teacher who is to administer it that teacher and curriculum shall together constitute a compact unit of educational influence. To impose upon the schools *ab extra* a course of study, no matter how good in itself, would be to encumber our educational David with the armor of Saul.

What is desirable is a course deeply rooted in the educational consciousness of the State—a course in process of healthy growth and not an article of manufacture. With these considerations in mind, the committee proposed a plan of procedure which should extend over several years; which should enlist the coöperation of all of the teachers of the State; the progress of which should be indicated by a series of annual reports, each one going further into the subject than did its predecessor. For the year 1895, the following definite plan was proposed for securing the coöperation of the teachers of the State: That all city and county superintendents of schools be invited to set apart at least one half-day of the teachers' institute for the year, to be devoted to the discussion of certain questions proposed by the committee; that the results of these discussions be summed up in some form of statement to be transmitted to the committee; and that previous to the assembling of the institute, and also following thereafter, all of the teachers be requested to devote as much time and thought as possible to the study of the problem proposed. Especial emphasis was laid on the importance of this thorough study on the part of the teachers, and a number of works were suggested for reading, especial emphasis being laid on the reports of the Committees of Ten and Fifteen. The teachers were moreover asked to observe carefully the children in the schools, with a view to a better determination of the actual effect and relative value of the several studies. Every effort has been made to secure the formation of intelligent opinion rather than the advocacy of preconceived notions.

As a guide to study and discussion for the year, the following seven questions were proposed:

1. Of the four great branches of study enumerated by the Com-

mittee of Ten, viz.: Language (including Reading, Writing, Language Lessons, and Grammar), Mathematics (including Number Work, Arithmetic, etc.), History (including Literature and History proper), and Natural Science, should all be studied in each of the elementary grades?

2. If any are to be omitted in any of the grades, which, and in what grades?

3. If all should be pursued, what proportion of time should be given in each grade to each of the four branches?

4. Can any one study be designated in each of the grades which should be regarded as the chief study of that grade?

5. Should any one of the four great branches receive a notable increase of attention over that which it now receives in the practice of the schools?

6. How far and in what way should the natural tastes and aptitudes of the children be taken into account in determining the work of any given grade?

7. How far and in what way should the work be determined by the prospective life-work of the children?

These questions and suggestions were all embodied in a circular addressed to school superintendents and county boards of education of the State of California. The closing paragraphs of this circular read as follows: "If the plan here proposed meets with your approval, may we ask you to present it to your teachers, and enlist their hearty coöperation in carrying it out? Will you kindly send us within one week of the close of your institute a copy of any statement or resolutions bearing upon the subject which your teachers may have adopted? We should be particularly pleased to have added to such expression of the views of your teachers an expression of your own views upon the subject. It is our purpose to embody the results of our inquiry in a preliminary report, to be presented at the meeting of the Council of Education next December, and to be made the basis of discussion for the year following. In counties and cities where the institute for the current year has already been held, we would suggest that the attention of the teachers be called to these questions, and preparation be made for their discussion in the next institute; but that in the meantime the superintendents and county boards send us an expression of their own views in response to these inquiries, to be embodied in the December report."

"The committee has not been authorized to incur so great an expense for printing and postage as would be involved in sending a copy of this circular to all the teachers of the State. We should esteem it a great favor if superintendents would undertake to send out from their own offices a circular embodying the whole or the chief part of the matter here presented."

Copies of this circular were sent also to a number of the leading educators of this State and of the East, and expressions of their views solicited.

The remainder of our report falls naturally into three divisions: I. A summary of the responses to this circular. II. Such discussion of the questions proposed as the committee is prepared to present. III. Definite proposals for the continuance of the inquiry.

I. Summary of Responses to the Committee's Circular.

From beyond the Mountains, we have received letters relating to the subject under consideration from Mr. J. M. Greenwood, Superintendent of Schools, Kansas City, Mo.; Prof. B. A. Hinsdale, of the University of Michigan; Prof. Charles A. McMurry, of the Illinois State Normal University; Principal Francis W. Parker, of the Cook County Normal School, Chicago; Principal E. A. Sheldon, of the State Normal School, Oswego, N. Y.; and Dr. Emerson E. White, of Columbus, O. We present herewith the text of these six letters:

Superintendent Greenwood.

Mr. Greenwood writes as follows:

"I will reply to your questions seriatim:

"1. In the elementary grades all the four great branches should be studied, but not with equal stress. Small pupils can do little with the third group. The emphasis should fall on the first and second, and the fourth should be worked out chiefly through geography. History and geography are so closely related that they may be treated together, in part. What literature is introduced should go with reading.

"2. In the first, second, third, fourth, little can be done in either literature or history. The literature must be learned chiefly from the reading books in all common school grades, and history from easy biographical narration till the seventh year. In the grades below the sixth or seventh, I think it should be introduced incidentally rather than purposeful. Young children, as a rule, can read simple biography, but not history, to an advantage. A great danger to be avoided is that of introducing too many studies. Mental anarchy ensues in that case, and the learner's powers are weakened.

"3. The greatest amount of time should be given to the first group; the least to the third, and about equal time to arithmetic and geography.

"4. Yes; I think so.

"5. Only in exceptional or degenerate cases, should there be a difference. Besides, I would include in the course music and drawing.

"6. In reply to this question, I do not see how any one can tell at this stage of the learner's progress what will be best in a special line of work. I am clearly of the opinion that specialization should not take place, unless the learner is a genius or has a tendency toward insanity, below the third year in the high school."

PROFESSOR HINSDALE.

Professor Hinsdale writes as follows:

"I make such answers to the questions contained in the circular that you have sent me as the demands upon my time and energies permit. If I were to elaborate my ideas fully, I should not conclude until I had finished an extended dissertation.

"1. I answer this question in the affirmative. It must be distinctly understood, however, that the work, in all the branches of study named, must be carefully adjusted to the capability of the pupil. This is a particularly important observation in respect to some of the studies or divisions of studies. Of course, formal history and formal natural science cannot be taught in the first grades, but the same kind of stuff that is afterwards used in the elaboration of formal history and formal science.

"2. This question has been answered by implication above.

"3. This question I am unable to answer in set terms. I have not worked out a careful distribution of the time of the school day, and cannot now undertake that problem. In general, the things that are taught in schools may be divided into two classes: The elementary school-arts, such as reading, penmanship, drawing, composition, the elements of arithmetic, and singing, and the studies proper, such as history, literature, science, and mathematics, properly so called. What I call 'the elementary school-arts' are instruments or tools, and my judgment, based on considerable observation and reflection, is strong to the effect that in the early grades they should be emphasized, though not by any means to the exclusion of reality or subjects proper.

"4. To some extent an answer to this question is involved in my answer to question 3. I believe in 'concentration' when I am allowed to define it, but have never been persuaded that the highly technical ideas propounded by some pedagogists in relation to that subject are true or useful. I am hardly prepared to answer the question in the affirmative as it stands. But a particular study should receive more attention in some grades, and in some grades less. Thus, in my view, the language-arts, speaking, reading, and composition (called, perhaps, 'language') should be very prominent in the beginning of the elementary school course.

"5. History and natural science would bear more emphasis in the elementary schools than they at present receive. I use the term 'history' in the sense of the question, including literature and history proper.

"6. The work of any and every grade should have primary reference to the natural tastes and aptitudes of children, using that language in a rational sense. It is not my observation, however, that children who fall into the earlier school

grades really differ very widely in what may be called natural tastes and aptitudes. As a rule they are interested in about the same things. There is not in my view, therefore, any great difficulty in making up courses of study that shall meet these tastes and aptitudes. My observation is that any child who may properly be called normal can be interested, as a rule, in any work that we have any business to put in the lower elementary grades. In the decided sense of the terms, 'natural tastes and aptitudes' of children declare themselves later than the years with which we are here dealing. Of course some difference is observable at an early age in particular cases

"7. The prospective life work of children, using that language in a broad sense, ought to determine the work that is done in the elementary schools altogether. School education should be a fitting for life work. At the same time, children generally need the same preparation in their early school experience. Specialization of studies, based upon narrower ideas of prospective life work, should be deferred until the elements or fundamentals of education have been taught. All children in the United States, no matter where they live, need to study language, they need to study mathematics, they need to study history, they need to study natural science, and their prospective differences of life work are not such as to require or to justify specialization of instruction until a considerably advanced stage has been reached in the schools. I am in favor of introducing Latin as an elective into the grades as early as the seventh year, and possibly some other work that is now done in high schools, provided it can be done without friction. Beyond that I see no necessity for specialization in studies below the high school, as growing out of question 7."

PROFESSOR MCMURRY.

Professor McMurry's communication is as follows:

"The following answers are submitted to the seven questions in the circular:

"1. Yes.

"2. In the lower grades the studies are not so distinctly isolated from each other. The studies differentiate themselves more and more from each other as we advance in the grades. In the first and second grades it is more difficult to lay out a definite course of lessons in natural science and literature as clearly distinguished from the other studies, than in higher grades. It may be well to omit number work in the first half of the first grade, although some number exercises may spring up incidental to the other studies.

"3. The following division of time among the studies is suggested:

Reading. One recitation daily.
Arithmetic. One recitation daily.
Natural Science. One recitation on alternate days.
Literature or History. One recitation on alternate days.
Language lessons and Grammar on alternate days.
Geography on alternate days (3d, 4th, 5th, 6th, and 7th grades).
Writing on alternate days.
Drawing on alternate days.

"This programme may be modified somewhat in the primary grades and in the grammar grades, but it serves for a general average.

"4. No. The principal studies seem to hold about the same relative importance throughout all the grades.

"5. Yes. History and Literature should find a much more abundant use in our common schools, especially the best of American writers and historical narratives. This should be true both in the reading lessons and in history and literature lessons in all the grades.

"Natural Science also should be taught more systematically according to definite outlines in every grade. As yet, however, no well defined course in Natural Science studies has been worked out for the use of teachers. In order to give these studies their proper time and place in the school programme, two things will be necessary; first, to curtail the time now given to some of the other studies; second, to reduce several of the studies to half time with recitations on alternate days.

"6. So far as children generally show certain natural tastes and aptitudes at a given age, the materials of instruction should be adapted to these conditions. We should give the children in any grade instruction in which they can take a strong and lively interest. The theory of the Culture Epochs suggests a criterion with which to determine the suitableness of materials for any given age.

"7. The course of study in the common schools through the eight grades should not be influenced by the particular occupation or life work which awaits them. In the common schools children should be taught those things of universal value to all, no matter what their life business may prove to be."

COLONEL PARKER.

The following answers have been received from Principal F. W. Parker:

"1. All the branches here enumerated should be used as means of developing the character of children, from the first to the eighth grade inclusive.

"2. See answer to first question.

"3. The only possible guide to regulate the proportion of time would be found in the effect of the subjects upon the lives of the children. This question, then, can only be answered by long and careful application of all the subjects.

"4. We do not, at present, know enough of the effect of the different subjects to assign any one study the most prominent place. All we really study is life, and the laws of life. We study man and nature, and we must have far more experience than at present to know the effect of these two main branches of one subject, and to decide which has the strongest influence in the development of character.

"5. The central or main subjects may be designated, as: geography, geology, meteorology, mineralogy, physics and chemistry, botany, zoölogy, anthropology, ethnology and history. Reading, observation and hearing languages, are *processes of thinking*, and therefore, in this sense, not subjects of thought, but ways of thinking. Mathematics, for instance, form, geometry and number, are modes of judgment. These modes of judgment must be properly exercised by attention to the central subjects. The modes of expression are not subjects in themselves; they are, on the intellectual side, means of enhancing thought power, and on the moral side, of developing the motive in the child. The great resources,

then, for study, are found in the central subjects, and all other subjects are means to an end. Literature cannot be regarded as a subject in itself; it is a means of thinking.

"6. Psychology, which gives us a knowledge of a being, including nature, tastes and aptitudes, must in itself determine the subjects to be presented, and the direction of these subjects; for instance, a child is a social animal, and the direction of all mental and moral action must be towards the organization of society. We have, then, three things, the end and aim of education, or organization of society, the being that moves toward that end,—the child,—and the central subjects which influence that movement.

"7. The highest life work of all human beings is the organization of community life, and this should be the end and aim of all education. Whatever comes in as a factor in the movement of community life to a higher level, should be put into the school.

"In conclusion, all education must be thoroughly reformed, if not revolutionized, in the direction of the organization of society. Here we find a direct purpose for all mental, moral and physical action of the children, and under this ideal we are to study education. A school is society shaping itself."

DR. SHELDON.

The following letter has been received from Dr. Sheldon:

"I have your letter of the 15th inst. In answer I would say that we have been studying this subject of a course of study for the elementary grades in our own faculty for the last three years. We have come to some conclusions in regard to some things, and hope before long to express our conclusions in published form. The only doubt about it is whether when we get to the end we may not change our minds and want to revise the whole thing, a condition that is very likely to exist. I am very sure that any statement we may publish will be subject to frequent revision. I will state as briefly as possible my own idea as to the proper grouping of subjects in any well arranged course of study.

"I believe the object of all study should be to know God and obey Him. How can we know God? By studying Him through His works. What are His works? We have but two groups of created objects, so far as I can understand, one a material group, and the other immaterial. The material group includes the animal, vegetable and mineral kingdoms. The immaterial group—I hesitate what to say, but am sure that this includes human souls. Beyond this I am in some doubt, but for the purpose in hand this grouping will aid us. In studying material objects we consider the form, size and relation of the objects studied. These constitute the elements of geometry. We also get ideas of color, weight, motion and the general qualities of the objects studied. In these we have the elements of physics and chemistry, and the arts. We gain also the idea of number, which is the foundation of arithmetic and algebra. We consider the location, an important element in geography. In sound we have the elements of music.

"In psychology, the spiritual side of creation, we study the motives, the feelings, the emotions, the actions, the movements of the human soul. In studying history and literature we are studying in this line. This gives us, as you see, two groups of study; one, the material objects of God's creation, the other the

immaterial objects. These may be properly termed thought subjects. Having ideas which we gain from these objects we wish to express them. For this purpose we employ what we term language. Now, language may be arranged in four groups.

"1st. That which expresses through the body, or pantomime, which includes gesture and elocution.

"2nd. Signs and symbols, as used in mathematics.

"3rd. We express through art, as in drawing, painting, modeling, sculpture, music.

"4th. By oral and written expression, as in reading, writing, spelling, rhetoric, etc.

"This you will see arranges all our studies in three great groups; first, the study of material objects; second, immaterial objects; and third, the language which we use in the expression of ideas gained in the study of these objects. If I am right in the arrangements I have indicated, then, of course, all these subjects must be carried on together from the very beginning in our schools. Nothing can be left out in any part of the course. The thought studies, of course, come first, and the expression follows naturally. At the beginning of the course I see no necessity for making the third, or language group, a special object of study. The children get ideas from their studies in science and literature, and simply give expression to those ideas. Their education in language comes from their effort to express themselves. I would therefore at the beginning of the course give little or no attention to language studies, as such. I would simply allow the children to express themselves in the most natural way. They express themselves in bodily action, in drawing, in painting, and in oral speech; and I would allow them to freely use these forms of expression, feeling confident that in their use they would get facility after awhile. It may be best, I think it is, after a little, to take some of the expressive subjects as branches of study for the purpose of giving greater facility of expression. I think this is particularly true in number. There is hardly sufficient opportunity for exercise in number in our main lines of thought work to give that readiness and accuracy of expression that is necessary. When they get out into life, there must be an almost automatic readiness to respond in mathematical calculations and expressions. Such readiness, I believe, would not be acquired without some special drill. I think, however, the inclination is to begin this study too early in the course. I would allow the expression to grow with the children as they find occasion to use this form of language, as, for instance, in drawing, in pantomime, and oral speech. Exactly the time when it is best to begin this special study of mathematical expression I am undecided, except to say, that I think it ought not to come into the first year of the primary school. The reading, I believe, is begun too early, also. The first step is to gain ability to use the senses quickly and accurately, and to give ready expression to the ideas gained in the use of the senses. This is more important to the child than it is to learn to read. It is, in fact, better that he should get his ideas from the study of the real objects, than to get them from the printed page. There is more education in it. For this reason I would put off the reading work to a later date. If you ask when I would have them begin to read, I cannot tell you. This must depend something upon the advantages of the children, upon their previous training, upon their capabilities. I think, however, I would not begin during the

first five months of the child's school life. The drawing, I believe, should begin with the oral expression. Later, certainly not within the first year, they may begin to write. Writing is more difficult than drawing; drawing is more natural to children. The drawing I would have with color, with a brush, put on in a free way. Instruction in drawing, that is in principles or methods of work, ought not to be allowed to interfere with the freedom of the children in expressing themselves. If formal instruction were given, it would be sure to interfere. I believe such formal instruction should not be given at any rate during the first three years of the children's school life. I am not sure as to the best time to begin. In spelling I would never have any formal instruction. They spell as they write, only be careful that they never spell words incorrectly.

"Geography includes all the sciences, and in all this nature study and literature and history we are preparing for the more formal study of geography, and it should come later in the course. If you ask me when to take it up, I must answer as in the other cases—I do not know. This depends upon so many conditions that I could only answer knowing such conditions. I send you inclosed a sort of tabular view of the grouping I have indicated.

"I realize that in this brief way I have very imperfectly expressed my own ideas in regard to this great subject. I am sure you will consider it very unsatisfactory. It is unsatisfactory to myself, but from it perhaps you will get some idea as to the thought that is in my own mind in regard to the proper grouping of studies. I am very glad to contribute in any small degree to the great work you are doing in California in the department of education. I think you are doing more than any other State in the Union. We all look to you for the best that is being done in educational work. I trust you will do me the kindness to send me, from time to time, the reports that may be published in regard to your proceedings. Since my visit to California, my interest in your great State has been highly augmented, and I am especially interested in your educational movements. I hope I may be able to keep in touch with them. Let us both give and take."

DR. WHITE.

Dr. E. E. White writes as follows:

"I am pleased to learn that the State Council of Education of California has undertaken so thorough an investigation of the course of study for elementary schools, but may I express my surprise that this investigation is to be put upon the imperfect basis of the report of the Committee of Ten—a committee not instructed to investigate elementary instruction, and, I may add, a committee not well qualified to make a guiding report upon the subject? The *elementary* course of instruction is the weak feature of this suggestive report. Much of it I cannot accept. I will send you in a few days a review of the portion relating to arithmetic.

"The enumeration of the branches that should constitute the elementary course is obviously *defective*. It does not, for example, include drawing or manual construction of any kind, and is silent respecting instruction in *duty and manners!* The attempt to make history include literature proper, and natural science geography, is an illustration of the confusion into which the elementary studies are thrown by the attempt to divide them into *four branches*.

"It is impossible for me to answer the committee's questions intelligently

on the basis proposed. What is meant by *literature as a branch of history?* Why does not reading more properly include literature? What are the children to read? Does not reading include *what is read?* Again, what is meant by 'grammar'? If the science of language, or technical grammar, is meant, it clearly does not belong *below* the seventh school year.

"Were I to discuss the questions proposed, I should wish to make a somewhat different classification of the elementary branches. I should wish to use terms that have a definite and well-understood meaning. I would call a spade a spade, and not a machine.

"But let me give a *hint* on several of the questions.

"1 and 2. Grammar proper should not be taught in the first six years. The time for language in these grades should be devoted to the *art* of language, and the training should be *synthetic.* History *proper* has no place in the first years of the course. I do not call stories, myths, and biographies (such as are told children) history. Lessons on plants and animals (facts of observation) should be given early; but are these *facts*, as taught the first three years of school, natural *science?* Have the Indians a knowledge of the natural *sciences?* What is the distinction between *common* knowledge (the result of common observation) and *scientific* knowledge? What is meant by the *scientific phase* of school instruction?

"You see that we must define our terms before we attempt to make statements as a *basis of pedagogy.* The present tendency to use vague, comprehensive words is confusing pedagogical discussion.

"3. What is said above applies to this question. Language and mathematics, as defined, should be taught in all grades. The terms 'History' and 'Natural Science' are too indefinite, as here used. We judge that the proportion of time will vary in the different grades.

"4. If by *'chief'* study is meant the study that receives most time and attention, clearly language, as defined, should be made the chief study. If by 'chief' is meant central and *inclusive*, no one of the elementary branches is in this sense a 'chief study.'

"5. I am inclined to think that nature studies, not necessarily natural *science*, should receive an increase of attention; also history and literature in the proper grades. But the studies just now needing special emphasis are 'morals and manners' and the art studies—not included in the 'four great branches.' The schools should put character before learning.

"6. The natural tastes and aptitudes of children *as a class* should, of course, be taken into account in determining the work of each grade. 'School instruction, both in matter and method, should be adapted to the capability of the learner,' is a sound principle of pedagogy. The learner's capability includes natural aptitude and taste; but the question may refer to those *individual* aptitudes and tastes in which pupils differ. I know of but one way to determine a child's aptitude and taste for a given study, and that is to teach him at least its elements. A child's taste for anything depends somewhat on his *knowledge* of that thing. Of course, a child can show neither taste nor aptitude for that of which he is entirely iguorant. In brief, a child's tastes and aptitudes cannot be divined *de novo.* His dislike for a study that he is pursuing, may be due entirely to his approach to it or the manner in which he is taught. In my judgment, there is a large amount of nonsense current on the following of the individual tastes

and aptitudes of young pupils. 'If the blind lead the blind,' where will both fall? It is vastly more important to know the *common* tastes and aptitudes of children in school instruction than to know their individual tastes and aptitudes which are changing from term to term. No course or method of instruction can be based on the *differences* of pupils in the same class or grade. These differences are met by modifications or adaptations of the general method to the individual pupil.

"7. The work of the school should be chiefly determined by the fact that its chief end is manhood and womanhood. Duty is the great life-work of man. School instruction should not be determined by the prospective pursuits or occupations, and, for one good reason, no one can possibly guess the future trade or pursuit of a young child. School training should be 'an apprenticeship in right living,' as the French Programme puts it, and a *general preparation* for all pursuits and callings. You do not wish me to give an opiniou on the extent to which the State may provide *special* schools to teach given trades. I take it that the question relates to *general* education—the education provided for all youth.

"Please excuse any dogmatism that may appear in the above answers. Opinions, if real opinions, are liable to be positive, if not dogmatic."

IN CALIFORNIA.

The tables given below summarize expressions of opinion relative to the elementary course of study, which have come to the committee in the following forms:

a. Resolutions adopted at the institutes of the following counties: Humboldt, Kern, Sacramento, San Joaquin, San Luis Obispo, Santa Clara, Santa Cruz, Stanislaus, Tehama;

b. A tabulated summary of the views of 100 teachers of Monterey county, prepared by Mr. J. B. Hickman;

c. A tabulated summary of the views of 215 teachers of the city of Los Angeles, prepared by Mr. W. O. Lowe;

d. Letters from the following individuals:

From Oakland: Superintendent J. W. McClymonds; Mrs. M. J. Ayres, Mrs. Sarah B. Byrod, Misses M. Burrows, Bertha Feibush, C. N. Gibson, C. E. Reed, Flora R. Smyth, Stella G. Trask, and A. L. Zabel, of the Clawson school; Miss H. M. Mullen, of the Harrison school; Miss A. F. Aldrich, of the Lafayette school; Miss Elizabeth Powell, of the Grant school; Mrs. Ellen Gibbs, of the Garfield school.

From San Rafael: Miss McAllister.

From the State Normal School, Los Angeles, Dr. Edw. T. Pierce.

From the University of California: Mr. Frank Dunn.

As might be expected, the reports from different quarters vary considerably in the form in which they are presented. Some of these differences necessarily appear in the summary as here given. Very

few of the reports gave direct and unqualified answers to the seven questions asked. The qualifications and explanations added much to the value of the reports; they added, too, to the difficulty of tabulation. The attempt has been made to incorporate into the tables every idea explicitly set down in the material at hand. A word or two of caution in regard to the interpretation of the tables seems necessary.

1. As noted above, some of the respondents have qualified their answers in various ways; for instance, by a change in the definition of the terms used in Question 1.

2. It is possible, in some cases almost certain, that qualifications of replies, similar to those which some have explicitly stated, existed in the minds of respondents who have not expressed them. The tables summarize the received replies at their face value.

3. Opinions not really at variance may appear to be so, because they have been expressed by persons laboring under very different conditions. In fact, it will be impossible to understand fully any of the answers to Question 5 without knowing the exact historical view upon which it is based.

4. Several respondents have expressly mentioned geography. Some classify it with the History group, others with the Natural Science. Doubtless all from whom replies have been received had geography in mind; but in cases where it is not mentioned, it is impossible to tell just what place has been assigned to this branch. The form of the question proposed was not such as to obviate this ambiguity.

5. It is quite evident from the tables that the allotment of more time to one subject than to another is not always intended to imply that the former possesses greater educational value than the latter.

6. Some respondents replied to only a part of the questions. Any attempt at averaging replies on the basis of the total number of replies as given above would, accordingly, be misleading.

7. It goes without saying that the committee makes no attempt to settle any question by a majority vote. This summary has a value, however, as indicating the present drift of educational opinion in the State.

The questions of the committee are answered as follows:

QUESTION 1.

Yes: Humboldt, Kern, Sacramento, San Joaquin, San Luis Obispo, Santa Cruz, Stanislaus, and Tehama counties; 45 per cent. of

the teachers of Los Angeles; 60 teachers of Monterey county; Ayres, Burrows, Byrod, Dunn, Gibbs, Gibson (as far as possible), McAllister, McClymonds Pierce, Reed, Zabel.

QUESTION 2.

Technical grammar omitted in first six years: San Luis Obispo county; McAllister.

Grammar omitted in all elementary grades: Aldrich.

All but language omitted in first grade: 1½ per cent., Los Angeles.

Mathematics omitted from the first grade: 3, Monterey county; Aldrich (also from half of second grade), Pierce;—from grades two to five, seven, and eight: each one teacher of Monterey county.

Number omitted from first grade: 44 per cent., Los Angeles; Feibush, Mullen, Powell, Trask (may be omitted without disadvantage).

Number from first and second grades: 8 per cent., Los Angeles; Smyth.

Abstract number work from the first two years: Gibbs.

History from the first grade: 8 per cent., Los Angeles; 8, Monterey county; Aldrich (also first half of second grade), Powell.

History from the first and second grades: 4 per cent., Los Angeles; Powell;—from the first three grades: 10 per cent., Los Angeles.

History (proper) from all primary grades: Mullen;—from the first four grades: 5 per cent., Los Angeles;—from the first five grades: 5 per cent., Los Angeles;—from the first seven grades: 2 per cent., Los Angeles.

In addition to those already enumerated, teachers of Monterey county would omit History in specified single grades as follows: second grade, 7; third grade, 5; fourth grade, 2; fifth grade, 1.

Natural Science from the first grade: 3 per cent., Los Angeles; 7, Monterey county;—from the second grade: 24, Monterey county;—from the third grade: 21, Monterey county;—from the first three grades: 4 per cent., Los Angeles;—from the fourth grade: 18, Monterey county;—from the fifth grade: 7, Monterey county;—from the first five grades: 5½ per cent., Los Angeles.

QUESTION 3.

Carefully prepared tables of time allotment have been sent in, both by counties and by individual correspondents. It would be a very difficult matter to sum up all of these tables in one, and very

little would be gained from such a summary. We select, accordingly, two examples, which may serve as representatives of the whole number. The first is that prepared by the Santa Cruz County Institute:

	Primary Grade. 1st, 2nd, 3rd Yrs.	Intermediate. 4th, 5th, 6th Yrs.	Grammar. 7th, 8th, 9th Yrs.
Language	½ of the time	⅓ of the time	¼ of the time
Mathematics	⅙ "	¼ "	¼ "
History	⅙ "	⅙ "	¼ "
Science	⅙ "	¼ "	¼ "

The second was prepared by the joint institute of the city and county of Sacramento. The numbers represent the per cent. of the whole time given to the group of studies indicated:

GRADE.	LANGUAGE.	HISTORY, (including Literature).	ARITHMETIC. (Numbers).	NATURAL SCIENCE, (including Geography).
1	85	5	5	5
2	50	20	15	15
3	50	15	25	10
4 and 5	50	15	20	15
6 and 7	40	15	25	20
8 and 9	35	20	25	20

The Institute of Kern county did not think it advisable to make any specific allotment of time, but presented suggestions regarding the proper treatment of Nature Studies, Mathematics, and History.

The Institute of San Joaquin county concurred in the main with the tabulated apportionment of time given in the report of the Committee of Fifteen. The points of difference are set forth in a table published, together with the remainder of the report of the same institute, in the *Pacific Educational Journal* for December, 1895.

QUESTION 4.

No: Kern, San Joaquin, Santa Cruz, and Stanislaus counties; 16 per cent., Los Angeles; Dunn, Gibbs, Trask.

None in the ninth grade: Tehama county.

None in the last four grades: Santa Clara county.

Language throughout the grades: Sacramento and San Luis Obispo counties; 55 per cent., Los Angeles; 14, Monterey county; Aldrich, McClymonds, Pierce.

Language in the first grade: Smyth;—in the first three grades: 9 per cent., Los Angeles;—in the lower grades: Ayres, Byrod;—in the primary grades: Feibush;—in the first four grades: Burrows, Zabel;—in the first five grades: Santa Clara and Tehama counties;—in the first six grades: Gibson;—in the first two grades, Language, in the grades above, Language with Literature: Mullen.

Reading in the first and second grades: Powell;—in the second grade: Smyth;—in the first four years: Humboldt county;—in the primary grades: 13½ per cent., Los Angeles.

Language and arithmetic throughout the grades: 2½ per cent. Los Angeles.

Mathematics in the third and fourth grades; Reed;—in the sixth and seventh grades: Tehama county;—in the ninth grade: Palmer.

Number in the fourth and fifth grades: 9 per cent., Los Angeles.

Arithmetic in the fifth, sixth, and seventh grades: Humboldt county.

History in the last four years: McAllister;—in the eighth grade: Tehama county.

Literature in grades 8 to 10: Humboldt county;—in the seventh and eighth grades: 9 per cent., Los Angeles; Gibson;—in the eighth grade: Smyth.

Natural Science in the first five years: McAllister;—in grades five to eight: Zabel.

Science and History coördinated: Palmer.

QUESTION 5.

Yes: 3 per cent., Los Angeles.

None: 13 per cent., Los Angeles; Byrod, Powell, Trask.

Language: Sacramento, San Luis Obispo, and Santa Cruz counties; 55 per cent., Los Angeles; 18, Monterey county; Ayres, Gibson. Pierce.

Mathematics: 4, Monterey county; Dunn.

Mental Arithmetic: 1½ per cent., Los Angeles.

History: Humboldt, Kern, Sacramento, San Joaquin, Santa Cruz, and Stanislaus counties; 9½ per cent., Los Angeles; 8. Monterey county; Dunn, McAllister.

Literature: 3½ per cent., Los Angeles; Pierce

Geography: 1 per cent., Los Angeles.

Reading: 6 per cent., Los Angeles. Oral Reading: Mullen.

Natural Science: Humboldt, Kern, San Joaquin, San Luis Obispo, Santa Cruz, Stanislaus, and Tehama counties; 9½ per cent., Los Angeles; 37, Monterey county; Aldrich, Burrows, Dunn, McAllister, McClymonds, Smyth, Zabel.

Observation work in nature study: Gibbs.

QUESTION 6.

Yes: San Joaquin and Stanislaus counties; 9 per cent., Los An-

geles; (as far as possible, 3 per cent., Los Angeles); 19, Monterey county; Aldrich, McAllister.

Yes, if the question means by tastes and aptitudes, those peculiar mental qualities which, according to the laws of mental development, characterize children's mental attitude at various stages: Sacramento and Santa Cruz counties; 6 per cent., Los Angeles; Ayres, Dunn, McClymonds, Reed.

No: Humboldt (except in rare cases of special talent), Kern (special tastes to be encouraged, but not to the detriment of other work), and Tehama counties; 30 per cent., Los Angeles (in lower grades); 1 per cent., Los Angeles (except in high school work); 48, Monterey county; Burrows, Byrod (under class system), Gibson, Mullen (under the system of a single course of study for an entire city), Powell and Trask (under class system), Zabel (except in cases of rare special ability).

QUESTION 7.

Yes: 19 per cent., Los Angeles; 22, Monterey county (in last two years, 2, Monterey county); Ayres, Byrod, Smyth.

Yes, if life-work means duty as a citizen: Kern, San Joaquin, San Luis Obispo, and Santa Cruz counties; Dunn, Trask.

No: Sacramento and Tehama counties; 60 per cent., Los Angeles (in first three grades, 13 per cent., Los Angeles); 55, Monterey county; Burrows, Feibush, Gibson, McAllister, McClymonds, Pierce, Zabel.

No, if life-work means some particular trade or profession: Kern, San Joaquin, and Santa Cruz counties; Dunn, Trask.

Work should be as practical as possible: 8 per cent., Los Angeles.

The environment of the county should determine the course of study: Humboldt county.

Your committee is aware that much careful work has been devoted to this subject during the year, which is not represented in this tabular statement. A valuable report, prepared by the faculty of the State Normal School at San José, reached the committee too late to receive the extended notice which it deserved. Printed copies of this report have been issued. It will repay careful reading. Resolutions were prepared in the county institute of Lake county, but have not yet reached the committee; reports received from Calaveras, Fresno, and Solano counties are omitted from the tables for the reason that their form does not lend itself to tabular presentation; the first report received, a personal letter from a member of a county board in the northern part of the

State, was unfortunately lost before the work of tabulation began; a letter received from Principal F. L. Burk, of Santa Rosa, referred to elsewhere in this report, discusses the general subject rather than the questions in detail; and letters received from ten teachers in the Tompkins school, Oakland, relate chiefly to a particular grade each, and so do not readily admit of tabulation in the statement as submitted above. The committee's circular was reprinted, either as a whole or in part, in the following counties: Alameda, Humboldt, Kern, Sacramento, San Joaquin, Santa Clara, Tehama. Mimeograph copies were prepared and sent to all of the teachers in San Rafael. Printed reports were issued after the institute in Humboldt and Santa Cruz counties. Doubtless other work of value along similar lines has been done which has not come to the knowledge of the committee.

II. Discussion of the Questions Proposed.

Of the questions proposed by the committee, the most fundamental are those numbered 6 and 7. It is evident from the answers sent in to the committee that these questions have been variously interpreted, and a restatement seems desirable.

It was not the intention of the committee that these questions should relate to individual differences among pupils. They were meant to be of general application, having to do with those broad psychological characteristics in which all children share, and those broad social conditions to which all are, in divers ways and varying degrees, subject. The question of the weight to be attached to individual differences may reasonably receive separate consideration.

Your committee would accordingly propose the following revised form of questions 6 and 7:

6. How far and in what ways should the work of the several grades be determined by the prevailing tastes and aptitudes of children of the age commonly found in each of those grades?

7. How far and in what ways should the work of the several grades be determined by the need of preparation for the duties of life in human society?

We would also propose the following additional questions:

8. Are there other general principles which should have influence in the determination of the course of study?

9. How far and in what ways should provision be made for the recognition of individual differences among pupils?

In the questions as originally proposed by the committee, these

fundamental inquiries were placed at the end of the list. This arrangement was intentional. We believed that in the consideration of the more immediately practical questions, Nos. 1 to 5 inclusive, thoughtful teachers would become impressed with the fact that their conclusions throughout depended upon the point of view; and that they would be the more disposed for that reason to subject their own point of view to serious scrutiny. In this we have not been disappointed. The discussions in several of the teachers' institutes and elsewhere have revealed a growing disposition to inquire into the reasons underlying the opinions expressed.

If we mistake not, current discussions of the school curriculum reflect now chiefly the one, now the other, of the two general views of education referred to in questions 6 and 7 respectively. The one view is chiefly psychological. It would determine the course of study by what it finds within the child. The other is chiefly sociological. It would determine the course by considerations from without. On the one hand, Plato said long ago, "The purpose of education is to give to the body and to the soul all the beauty and all the perfection of which they are capable." On the other hand, we have this from Milton: "I call therefore a complete and generous education that which fits a man to perform justly, skillfully, and magnanimously all the offices, both private and public, of peace and war." In more recent times, we have the familiar definition of Stein: "Education is the harmonious and equable evolution of the human faculties by a method founded upon the nature of the mind for developing all the faculties of the soul, for stirring up and nourishing all the principles of life, while shunning all one-sided culture and taking account of the sentiments on which the strength and worth of men depend;" and still more recently we find Joseph Payne saying, "The science of education is a branch of psychology." On the other hand, Alfred Fouillée has said, "The only object of instruction should be to awaken aptitudes, and never to respond to aptitudes supposed to exist;" and the Committee of Fifteen: "Your committee is of the opinion that psychology of both kinds, physiological and introspective, can hold only a subordinate place in the settlement of questions relating to the correlation of studies. The branches to be studied, and the extent to which they are studied, will be determined mainly by the demands of one's civilization. These will prescribe what is most useful to make the individual acquainted with physical nature and with human nature so as to fit him as an individual to perform his duties in the several

institutions—family, civil society, the state, and the Church. But next after this, psychology will furnish important considerations that will largely determine the methods of instruction, the order of taking up the several topics so as to adapt the school work to the growth of the pupil's capacity, and the amount of work so as not to overtax his powers by too much, or arrest the development of strength by too little. A vast number of subordinate details belonging to the pathology of education, such as the hygienic features of school architecture and furniture, programmes, the length of study hours and of class exercises, recreation, and bodily reactions against mental effort, will be finally settled by scientific experiment in the department of physiological psychology."

It appears that we have before us two widely divergent views, the practical consequences of which are direct and important. Is, then, the course of study to be shaped with reference to the all-round, harmonious development of powers which we find in germ in every normal child, and which we find coming into prominence in a more or less regular sequence through the period of growth; and if so, what principle shall determine wherein such "all-roundness" and "harmoniousness" consist? Or is the course to be shaped with reference to preparation for life in the institutions of society—preparation for self-support, intelligent obedience to law, patriotic devotion to the common weal, effective coöperation with one's fellows in the varied relations of life?

Doubtless both considerations must be taken into account; but how are the two to be adjusted to each other? This is a problem calling for thoughtful study, and we commend it to the teachers of the State as a subject for their investigation and discussion during the coming year. The paragraph quoted from the report of the Committee of Fifteen is highly suggestive and stimulating, and will repay extended consideration. We believe, moreover, that these questions will suggest the need of a more minute examination of the psychology of development than has yet been undertaken, as well as a more critical inquiry into the bearing of recent investigations in the domain of social science.

The classification of studies adopted by your committee agrees in the main with that employed by the Committee of Ten. We were influenced in the selection of this particular scheme of classification by the following considerations: Some classification seemed necessary in order to obviate the danger that the discussion would become hope-

lessly entangled in the multitude of subjects entering into the ordinary school course. A general survey could be obtained only by grouping subjects under a few great heads. The teachers of the State are already somewhat familiar with the grouping employed by the Committee of Ten, and its influence has been felt in the arrangement of recent courses in some of the counties. This grouping is, moreover, a good one, and brings into prominence some of the most essential relationships between the several studies. The most serious objection to the scheme, in the judgment of your committee, is the fact that it does not adequately take into account an important group of subjects having to do with the expressive and constructive aspects of the child's activity. Drawing, music, and various forms of manual constructiveness, are widely recognized as entitled to an honorable place in the curriculum of the lower schools. Many schools, however, have as yet found no regular place for these subjects in their programmes. It seemed best to your committee to begin with the comparatively simple scheme of the Committee of Ten, which embraces the subjects taught in all of the schools; but in postponing to another report the consideration of other highly important branches, we would not be understood as in any degree prejudicing their claim to general recognition.

It will be observed that in one important particular the classification here adopted varies from that found in the report of the Committee of Ten. In that report, studies in Literature are brought under the heading of Language. In the questions proposed by this committee, studies in Literature are grouped with those in History. The reasons for this change may be briefly stated. It emphasizes the close connection between Literature and History in the lower grades. Moreover, it makes a sharper division between what we may call the content studies on the one hand and the more formal studies on the other. It is evident that no absolute distinction can be made between "formal" studies and "content" studies; but in the classification here adopted it will be generally agreed that the groups of Language and Mathematics are predominantly formal in their character, and the groups of History and Natural Science include studies pursued chiefly for the sake of content.

This classification differs also from that of the Committee of Fifteen in two or three particulars, chiefly in that it fails to assign an independent place to Geography. Geography may be regarded as belonging in part to Natural Science and in part to History. The current view of the study places it mainly in the category of Natural Sci-

ence. We may regard it provisionally as belonging to that group, and postpone more extended discussion of the subject to another report.

The older curriculum, represented by the three R's,—Reading, Writing and Reckoning,—belonged almost wholly to the formal side of the classification we have adopted. The education provided by that curriculum was highly practical, in that it devoted attention chiefly to the mastery of studies that might serve as tools for the later acquisition of knowledge. It had, moreover, a high disciplinary value in that the subjects, being intrinsically of minor interest, made large demands upon the exercise of voluntary or forced attention on the part of the learners. In recent years strong protests have arisen against this earlier curriculum because of its barrenness of ideas and its lack of far-reaching and fruitful interest. A reaction has come about which consists chiefly in the introduction of interesting and instructive material drawn from Literature, History, and Natural Science. The center of gravity of the work of the elementary schools has been shifted, so to speak, from the side of the more formal studies to the side of the content studies. This change has perhaps been more theoretical than practical, yet it has undoubtedly exercised a profound influence upon the practice of the schools. In the consideration of the first five questions proposed by your committee, we are concerned chiefly with the proper proportionate adjustment of the work in these four groups of subjects; and more especially with the consideration of the relative place of the formal and the informational groups.

It is to be observed that the complaint of the over-loading of the curriculum, which has become general in recent years, is largely due to this movement toward the introduction into the course of much useful and interesting knowledge. An important practical difference between the two sides of the course has come to light. It has been seen that the choice of topics is a much more difficult matter on the side of content than on the formal side. In the pursuit of the formal studies, certain kinds of skill are to be acquired, certain processes to be mastered, a certain training of the powers of thought is to be secured. These things are relatively definite, and the serious questions which arise relate chiefly to minor details. Children must learn to read, to write, to spell, to pronounce correctly and distinctly, to express themselves with grammatical propriety, to understand the relations of the different parts of the sentence one to another; they must learn to add, subtract, multiply, and divide, to use common and

decimal fractions, and to understand the reasons for some of the more advanced processes of arithmetic. When we come, on the other hand, to the arrangement of studies in Literature and in Natural Science, a wide range of possibilities is open. There is so much which children should know, the knowledge of which is distinctly advantageous, that it seems impossible to frame a satisfactory course without making it almost encyclopedic in its character. Experience and reason show that the course cannot be made encyclopedic. The ideal of All Knowledge, so fondly cherished by Comenius, cannot be attained in the elementary schools. The true wisdom of the framers of courses of study on this side must lie in the wise choice of materials; and the determination of the principles which should govern such choice is one of the most important problems involved in the shaping of a course of study. Certain principles of choice will be suggested in a later portion of this report.

Attention may be called to another marked difference between the two sides of the course of study. While it is possible on the more formal side to secure relative perfection of attainment on the part of the pupils, and the degree of excellence attained may be readily tested; the chief value of the studies of the other groups is found in the fact that they exercise a far-reaching and often impalpable influence upon the thought and sentiments of the learners. The formal studies can be pursued under pressure, and in them facility, quickness, and perfect accuracy can be sought; in studies in nature and literature and history on the contrary, the loving and eager pursuit of the subject on the part of the children is to be chiefly desired. Strict accuracy has its place here, too, without doubt; but it is not the chief desideratum. Particularly in the primary grades, the main care of the teacher in respect to these branches must be to bring the children into sympathetic association with the things studied. Time must be allowed for the growth of living appreciation. Here "the husbandman waiteth for the precious fruit of the earth, and hath long patience for it, until he receive the early and latter rain."

We have been concerned thus far with the general characteristics of the two great divisions of the course of study, with reference to both primary and grammar grades of the elementary school. We may pass now to a more particular examination of the several groups of studies, with especial reference to the primary grades. The primary schools of California contain sometimes four, and sometimes five or more grades, including the "receiving class." The statistics in the

hands of the State Superintendent of Public Instruction seem to indicate that one-half of the pupils who enter our public schools drop out before the grammar grades are reached. The public good demands that this fact be taken into account in shaping the course of study. The work must be arranged with reference to securing a fair degree of completeness before the point is reached at which a majority of the pupils are no longer under instruction. Doubtless a course can be so constructed that the needs of this majority can be met without serious disadvantage to the more promising minority. Besides, under a good course of study in the hands of good teachers, the average age at which pupils leave school can be steadily raised from year to year. But the question as to what will be most advantageous to those who take only the abbreviated course must be fairly met.

Attempting to sum up the chief services which the primary school should render to its pupils, we may present the case somewhat as follows: 1. In the first place and chiefly, the children should be taught and trained in the exercise of certain moral virtues. They should learn to be obedient, orderly, self-respecting, cleanly, and industrious. What is perhaps of still more importance, they should be led as far as may be to take a lively interest in some of the better things of life. To give them a love for school, and still more a love for knowledge, and to quicken their individual aspirations after better things, should be among the chief endeavors of the teachers in the earlier grades. 2. They should be given command of the tools on which future progress depends. In other words, they should be taught to read, to write, and to reckon. These tools are not only necessary if they would make any progress by themselves after leaving school, or indeed if they would discharge the mere routine duties of citizenship; but are also necessary to any effective prosecution of higher studies in the school. 3. They should be introduced to the fields of useful and interesting knowledge, and be given such a start in the pursuit of knowledge that they may be expected to make some progress therein after leaving school.*

The second of these requisites finds reasonably definite provision in the course of study. It is met by the earlier work in Language

* As regards the earlier grades of the school we are in substantial accord with the utterance of the French Commission on Primary Education regarding the *écoles maternelles:* "The Commission thought that the maternal school would have fulfilled its office, if the children who came from it were in good health, if their minds were open rather than full, if their young conscience were awakened, if they had contracted good habits, if, in addition, they knew a little reading, writing, and counting, and especially if they had learned to love school."—Revue Pédagogique, Vol. XII., p. 613.

(reading and writing) and by the more mechanical processes in number. Nature studies and easy studies in literature are among the materials of instruction best calculated to meet the first of the requisites mentioned. The same materials are available for the third purpose; but the knowledge of these subjects which can be imparted to little children constitutes a much less important result of their schooling than do the habits, sentiments, and aspirations which may be associated with even small acquisitions of such knowledge.

We may accordingly regard the course of study of the primary school as made up on the one hand of definite material of instruction in language and number; and on the other hand of a wide range of possible material of instruction in nature study and literature. We may say that attainments in language and number—or at least in language—are necessary to the prosecution of higher work; and the pupil's progress here can be definitely ascertained. Nature study and literature probably affect the character of the child more vitally, but progress in these studies is too subtle to be accurately measured; we can only guess at the pupil's real gains through signs of awakened intelligence, interest, and love for the things he has studied. The studies then that are necessary for promotion from grade to grade in these earliest years are language and (possibly) number; while nature study and literature are among the teacher's choicest means of achieving the finer and more impalpable results of school work. It seems fair that primary school teachers should meet a substantial requirement of instruction in language; and that they should have secured to them some reasonable portion of the school day in which to give that other instruction which prepares for no sort of mechanical test, and which is chiefly valuable for the spirit which it evokes.

Provision should be made for both sides. It is likely that in the first year more than half of the time will of necessity be devoted to the language side—to learning to read and write; and throughout the primary grades the language studies will require a proportionately large time allotment. The lack of knowledge can more easily be supplied after the pupil has left school than can the lack of the tools of acquiring knowledge. The primary schools must not fail to secure to their pupils as thorough a training in the English language as time and the ability of little children will permit. A skillful teacher can give the finest essence of elementary instruction in nature study and literature without taking from the time actually needed for language studies. Time is easily wasted on either the one side or the other.

But here a striking characteristic of the work of the elementary school, and particularly of the primary school, should be mentioned. The several branches of study are not sharply separated one from the other as in the secondary school. Its sciences are not true sciences, and no attempt should be made to make them such. It is a common practice of many progressive teachers to render the necessary work in reading, language lessons, arithmetic, and other formal studies more attractive by associating the instruction in these branches with interesting material in literature, history, or nature study. Some combination exercises of this sort are intended to answer to a definite idea of the real correlation of subjects. Others are characterized with less clearness of purpose and often lead to confusion of ideas. Though the subjects of instruction in the lower grades are not sharply differentiated as in the higher ranges, some lines of differentiation are important, and cannot be obscured without detrimental results. We purpose considering in a later report the general subject of the correlation of studies. All serious and intelligent efforts toward a true correlation deserve every possible encouragement. We can give no better word of caution against the pitfalls of superficial combination of subjects than to call attention to the repeated utterances of Alexander Bain upon this topic (in "Education as a Science;" especially chapter IX., on "The Mother Tongue").*

The tools of learning become significant only as they are applied to real material of knowledge. The forms of language, number, etc., must be applied in use to some content or other, and it is important that there should be selected for this purpose a content having the greatest possible value in itself. The caution which we suggest is directed against the danger of confusing form and content in instruction, and the closely related danger of distracting the attention of pupils by pursuing diverse ends within the same short recitation period.

We may refer briefly to the problem of the relative place of the two great branches of formal instruction, Language and Mathematics, particularly in the primary school. Lest there should be a possible misunderstanding in the use of terms, we may repeat here that in the Language group is included, for the present purpose, the work in

* In chapter X. of the same work occurs this significant passage: "I have everywhere maintained as a first principle of the economy or conduct of the understanding that separate subjects should be made separate lessons. This is not easy when two studies are embodied in the same composition, as language and meaning; in that case the separation can be effected by keeping one of the two in the background throughout each lesson."

learning to read, write, and spell, as well as the instruction that goes commonly by the name of language lessons; and that the term mathematics, including at the present time in the usage of most primary schools merely number work, should cover also any elementary exercises that may be given in the schools preparatory to the study of geometry.

So far as the lowest grades are concerned, there can be no doubt that the various lines of work in language must take precedence over the elementary work in mathematics. It is a significant fact that each great, new expansion in the child's intellectual horizon is associated with and largely brought about by a marked increase in his command of language. We can scarcely realize the immense advance which the baby makes in learning to talk. In like manner, his entrance upon school work marks another great stage of progress, in the acquisition of the power to read and write. We may hesitate to say with the Committee of Fifteen that "The whole elementary course may be described as an extension of the process of learning the art of reading;" yet the successful prosecution of the later work in all branches of study depends in large measure upon the early instruction in language. Observant teachers have often been heard to declare that the chief difficulties they met with in the teaching of arithmetic and other branches resolved themselves into difficulties in the use of language. In no other group of subjects, certainly, does the failure to do thorough work in the lower grades of the school affect more disastrously all later instruction.

We cannot agree, however, with those who would banish all work in number from the lower grades. We believe that most children take a natural interest in numbers, and there appears no good reason why they should not acquire a considerable degree of facility in handling the simpler combinations of numbers in the primary school. In the first grade, number work should not be allowed to interfere with the effective prosecution of the work of learning to read. It will probably be a gain in the long run to do none but incidental work in number in this grade. And in the primary grades above the first it seems desirable that such instruction as is given in number should relate chiefly to the mastery of mechanical processes.

As bearing upon the question of the relation of the formal side of school work to the knowledge subjects, especially in the lower grades, we may quote a suggestive passage from a letter of Principal F. L. Burk, of the Santa Rosa schools: "If by language is meant the power

of the child to classify and name facts of consciousness which are clearly in his mind, then I would be inclined to say in answer to Question 4, that in the lowest primary grades he will be kept very busy naming and classifying the facts which he has gathered prior to his entrance into school life—the facts of concrete quantity, of scientific relation and of emotion; and I should be inclined to protest seriously against work which should have for its chief end the addition of raw objective facts—indeed, at any point of school education it is to be questioned whether addition to the store of raw facts should take precedence over the business of arrangement. If we school men will look after thorough digestion, the mind will win the food."

Your committee is not prepared to enter into any formal discussion of the relative place of the two great lines of study on what we have called the content side of the course. As regards nature study, an interesting line of inquiry is opened up by the paper of Mr. E. P. Rowell, published in the *Pacific Educational Journal* for April, 1895. No other line of work attempted in the elementary schools is in so chaotic a condition at the present time as is our nature study. Probably one reason for this state of things is that suggested by Mr. Rowell, that courses have been mapped out in this department without taking into account the actual state of the children's natural interest. Another reason, which may be at bottom the same, is that in this study no valid sequence of topics seems to have been discovered. These aspects of the question call for careful and extended investigation. On the side of History, and particularly of those simple forms of narrative which serve as the introduction to History so far as little children are concerned, interesting inquiries into the choice of material have been undertaken in the State Normal Schools at San José and Los Angeles.

Your committee offers this incomplete and wholly inadequate discussion of the general subjects entering into the primary school course, in the hope that it may at least stimulate the teachers of the State to further study of this great problem. In apology for the fact that this report undertakes to give very few definite answers to the questions proposed, we may say that your committee takes the same attitude which it has urged the teachers of the State to assume—an attitude not of advocacy of opinions, but rather of the candid search for truth. Of the questions raised, the one offering the greatest practical difficulties is that relating to the time allotment. There is undoubtedly danger of attempting to make schemes of time allotment too minute. Yet

the inquiry which this question has aroused seems to your committee likely to prove highly beneficial, in that it leads to a close examination of the present practice and of the reasons underlying it. The quantitative aspect of the first five of the committee's questions centers in this question of time. We believe that this may profitably be continued as one of the questions for consideration during the coming year.

The qualitative problem of the determination of the principles which should govern the choice of materials on the content side, is one demanding long and patient study. We venture to indicate certain principles, a consideration of which may prove suggestive to those interested in undertaking the investigation of this problem:

It would seem that since it is impossible to secure encyclopedic knowledge, such topics should be selected for the purposes of instruction as will present convenient centers for the organization of knowledge that may be acquired later. Other things being equal, material should be chosen which will be significant for the higher studies in the same subjects; but this does not imply that the elementary work should present an outline of the sciences, literature, and history to be studied later. It should rather begin with what is nearest to the child, whether locally or in respect to his natural tastes and aptitudes. It should be material of such character as may be most likely to insure a lively participation on the part of the child and to lead him to desire a long-continued and loving association with the things studied. It should be material with which the teacher has already enjoyed such long-continued and loving association. Thomas Arnold once said, "That which we know and love, we cannot but communicate; that which we know and do not love, we soon, I think, cease to know." Especially in the lower grades, latitude should be allowed to teachers to select topics which they can teach best. Especial pains should, moreover, be taken to select material which has a vital and stimulating ethical significance.

Whatever choice is made, it is incumbent upon those who choose that they have abundant reason for selecting the few things that are taken in preference to any of the multitude of things which must be passed over.

III. Recommendations.

Your committee would respectfully present the following recommendations:

A. That a sufficient number of copies of this report be printed

to supply all of the teachers of this State, and to provide for such distribution to representatives of the press and others as may seem needful to the committee in the further prosecution of its work.

B. That the State Teachers' Association be asked to appropriate the sum of one hundred and fifty dollars to be expended by the Council in the publication and free distribution of this report, in the printing of such circulars as may be required for the furtherance of this discussion and investigation, and in the payment of necessary postage.

C. That all county and city superintendents of schools in this State be requested to transmit copies of this report to all teachers in the public schools of their respective counties and cities, and to set apart each one day of the county or city teachers' institute of the year 1896 for the discussion of the questions proposed by your committee.

D. That all teachers be requested to give serious thought and study to the problems presented in these questions and to participate in the discussion of the same in the teachers' institutes; and that the institutes be invited to sum up and transmit to this committee the results of their discussions, whether embodied in the form of definite resolutions or in any other convenient form.

E. That the public press of this State be invited to participate in the discussion of these questions.

F. That this committee be authorized to appoint such advisory committees and sub-committees as it may deem desirable for the better prosecution of its investigation; and that for this purpose it be not limited to the membership of either the Council or the Association.

G. That one half-day session of the next meeting of the State Teachers' Association be devoted to the presentation of reports of the further progress of this investigation and the discussion of the same.

H. Your committee would recommend that the discussions of the coming year be directed to the following questions:

3. What proportion of the time in each grade should be devoted to each of the four groups of studies: (1) *Language* (including reading, writing, language lessons, and grammar), (2) *Mathematics* (including number work, arithmetic, geometry, algebra, etc.), (3) *History* (including literature and history proper), and (4) *Natural Science* (including observation lessons, nature study, and geography)?

6. How far and in what ways should the work of the several grades be determined by the prevailing tastes and aptitudes of children commonly found in those grades?

7. How far and in what ways should the work of the several

grades be determined by the need of preparation for life in human society?

8. Are there other general principles which should have influence in the determination of the course of study?

9. How far and in what ways should provision be made for the recognition of individual differences among pupils?

10, *a*. What studies from the mathematical group should be pursued in each of the grades?

10, *b*. In what grade should long division be taught?

10, *c*. In what grade should the study of common fractions begin? In what grade should provision be made for teaching the addition of common fractions by finding the least common multiple of their denominators?

10, *d*. In what grade should the study of decimal fractions begin?

10, *e*. In what grade should the analysis of problems begin?

10, *f*. In what grade should the learning of tables of denominate numbers begin? What tables should the pupils be required to learn?

10, *g*. What topics in percentage should be taught in the schools?

10, *h*. Is it desirable that the work of each grade should deal with one topic or small group of topics in arithmetic; or should work in all of the main topics be continued through several grades?

10, *i*. What place should be given to mental arithmetic?

10, *j*. What topics in algebra should be covered in the course for the grammar school?

10, *k*. What should be the general scope and character of instruction in geometry in the elementary school?

10, *l*. What instruction in book-keeping should be undertaken in the elementary school?

We would call attention also to certain other questions of great importance, which are not proposed for regular discussion this year, but which it is our intention to bring up for extended consideration at some future time:

What kind and what amount of manual training is desirable and practicable in the elementary schools? Should a difference be made between the schools of cities, those of small towns, and those of country districts in this particular?

[We would call especial attention to the valuable reports on this subject to be printed and distributed this year by the State Teachers' Association.]

What principles should guide in the choice of literary material for use in the several grades?

What principles should guide in the choice of topics in nature study in the several grades?

What degree of excellence in language work may reasonably be expected of pupils in the several grades? What allowance must be made for the lack of home training in language and for differences in nationality? In what way should the study of formal grammar be introduced?

What correlation or "concentration" of studies is possible and desirable in the several grades?

So many teachers have asked for guidance in reading upon the general subject of the course of study that we repeat the list of books suggested in our first circular, and make some additions to the same:

The two works that are especially recommended are The Report of the Committee of Ten on Secondary School Studies, and The Report of the Committee of Fifteen. (These are published by the American Book Company and by other publishers of educational works.)

The following additional works were mentioned in our first circular:

White, Emerson E.: The Elements of Pedagogy. (Chicago, American Book Company.)

McMurry, Charles A.: The Elements of General Method. By the same author, Special Method for History; Special Method in Reading; Special Method in Geography. (Bloomington, Ill., Public School Publishing Company.)

Hill, Thomas: The True Order of Studies. (New York, G. P. Putnam's Sons.)

Parker, Francis W.: Talks on Pedagogics. (Chicago, E. L. Kellogg & Co.)

We may add the following titles of works which will be found helpful either upon the subject as a whole or upon particular points:

Bain, Alexander: Education as a Science. (New York, D. Appleton & Company.)

Compayré, Gabriel: Lectures on Pedagogy. (Chicago, D. C. Heath & Company.)

Lange, Karl: Apperception, a Monograph on Psychology and Pedagogy. (Chicago, D. C. Heath & Company.)

McLellan, James A., and *Dewey*, John: The Psychology of

Number. (New York, D. Appleton & Company.) [An interesting "symposium" on this book appeared in the *Journal of Education* (Boston) for December 5th, 1895.]

McMurry, Charles A.: A Course of Study for the Eight Grades of the Common School. (Bloomington, Ill., Public School Publishing Company.)

Prince, John T.: Courses and Methods. (Boston, Lee & Shepard.)

Prince, John T.: Methods of Instruction and Organization of the Schools of Germany. (Boston, Lee & Shepard.)

We would call attention also to papers and discussions relating to the question of Mathematics in the schools, contained in the published Proceedings of the California Teachers' Association for former years, and particularly to the report of the Committee on Mathematics presented at the meeting held in Santa Cruz (1894).

Valuable papers relating to the problem of the curriculum may be found also in the *First Year Book of the Herbart Society* (to be had of Charles A. McMurry, Secretary, Normal, Illinois).

Those who have access to the Annual Report of the Board of Education of Massachusetts for 1893–94 will be interested in the new course of studies for elementary schools given in pages 305–429 of that document.

In conclusion, we would express our high appreciation of the co-operation we have received in the labor of the past year. So many have rendered valuable assistance that it would be difficult to make individual mention of those to whom we are most indebted.

All of which is respectfully submitted.

JOHN W. LINSCOTT,
ELMER E. BROWN,
JAS. A. FOSHAY,
LUCY M. WASHBURN,
P. M. FISHER,
Committee.

Adopted by the Council of Education.

S. T. BLACK, *President.*
J. W. MCCLYMONDS, *Secretary.*

The following resolutions were adopted by the California Teachers' Association, January 4, 1895:

"*Resolved*, That we recognize with great satisfaction the very general participation on the part of our teachers in the investigation of

the problem of our elementary curriculum, as inaugurated by the State Council of Education. We believe that the effective prosecution of this inquiry during the coming year in every county and city of the State is greatly to be desired.

"*Resolved*, That the Council be and hereby is authorized to print and distribute gratuitously to the teachers of the State, the reports of its committees on the course of study, on high school certificates, and on manual training, and that the Council be authorized to draw upon the treasury for $200, or such portion of that amount as may be required for necessary printing and postage."

EARL BARNES, *President.*
ANNA C. MURPHY, *Secretary.*

ANNOUNCEMENT.

THE NEXT MEETING OF THE

California Teachers' Association

WILL BE HELD AT

SAN JOSÉ, DECEMBER 28-31, 1896.

The subjects presented in this report will be discussed at that meeting. All teachers and friends of education in the State are urgently invited to be present. Reduced railroad and hotel rates will undoubtedly be secured.

J. W. LINSCOTT, *President.*
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J. W. LINSCOTT, *President.*

ANNA C. MURPHY, *Secretary.*

compliments of
Ed. Bowes.

PROCEEDINGS

OF THE

California Council of Education

1892

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California Council of Education

HELD IN FRESNO, CAL.

December, 1892

These Proceedings were adopted by the California Teachers Association and ordered printed as a part of its Proceedings.

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1893

MEMBERS

OF THE

CALIFORNIA COUNCIL OF EDUCATION.

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EARL BARNES, - - - *Prof. Pedagogy, Stanford University*
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W. C. JONES, - - - - - - - *University of California*

ORIGIN OF COUNCIL OF EDUCATION.

At the Riverside meeting of the California Teachers' Association, the Constitution was amended so as to include or provide for an Advisory Body of the Association—called the Council of Education, consisting of fifteen members, and the State Superintendent of Public Instruction as ex-officio Chairman.

"*Its duties shall be to consider and report to the general body the desirability and means of securing reform in educational legislation and practice.*"

The member were appointed by Pres. Seaman. (Full term five years.)

ONE YEAR MEMBERS.

W. M. Friesner, Los Angeles; Mrs. E. B. Purnell, Sacramento; Mrs. Mary W. Kincaid, San Francisco.

TWO YEARS' MEMBERS.

Geo. Kleeberger, San Jose; Earl Barnes, Palo Alto; Miss E. G. Welch, Shasta.

THREE YEARS' MEMBERS.

W. S. Monroe, Pasadena; J. W. Linscott, Santa Cruz; Wm. Carey Jones, Berkeley.

FOUR YEARS' MEMBERS.

J. W. McClymonds, Oakland; Jas. A. Foshay, Monrovia; E. T. Pierce, Chico.

FIVE YEARS' MEMBERS.

C. E. Hutton, Los Angeles; C. H. Keyes, Pasadena; J. G. Kennedy, San Francisco.

Copy from minutes of State Teacher's Association held at Riverside., Dec., 1891.

J. P. GREELY,
Secretary State Association.

Minutes of Meetings of Council.

OAKLAND, CAL., July 29th, 1892.

The Council of Education was called to convene at Oakland, July 29th, 1892.

On calling the roll, the following members were present: State Superintendent J. W. Anderson, J. G. Kennedy, Geo. Kleeberger, and J. W. McClymonds.

There being no quorum present the Council adjourned to meet in Oakland on Sept. 10, 1892.

J. W. MCCLYMONDS,
Secy. Pro Tem.

OAKLAND, CAL., Sept. 10th, 1892.

The Council of Education of the State of California, convened at Oakland, Sept. 10, 1892.

Present.—Jas. G. Kennedy, Earl Barnes, W. M. Friesner, Geo. Kleeberger, E. T. Pierce, W. S. Monroe, J. W. Linscott, Jas. A. Foshay, and J. W. McClymonds.

Absent.—J. W. Anderson, C. H. Keyes, W. C. Jones, Mrs. Kincaid, Mrs. Purnell, and Miss Welch.

The Council was organized by the election of W. M. Friesner as Vice-President, and J. W. McClymonds as Secretary.

J. G. Kennedy, Earl Barnes, and Jas. A. Foshay were appointed a committee to draft By-Laws and Rules for the government of the Council.

The committee submitted the following, which were unanimously adopted.

BY-LAWS OF CALIFORNIA COUNCIL OF EDUCATION.

SECTION 1.

This body shall be composed of fifteen members, who, together with the State Superintendent of Public Instruction, shall constitute the Council of Education.

Its duty shall be to consider and report to the general body

the desirability and means of securing reform in educational legislation and practice. The term of office for members of this Council shall be five years, provided, however, the first list of members shall be appointed by the President of the Association immediately upon the adoption of this Section; three to serve for one year, three for two years, three for three years, three for four years, and three for five years, and annually thereafter, three members shall be chosen by members of the Council to serve for the full term of five years. The Council shall also have power to fill all vacancies occurring in its membership.

SECTION 2.

One of the semi-annual meetings shall be held one day before the mid-winter meeting of the State Teachers' Association; the other meeting shall be held on the first Saturday in September in each year.

SECTION 3.

At the winter meeting the Council of Education shall elect Officers consisting of a Vice-President, a Secretary and a Treasurer, who shall hold office during one year. Their duties shall be the same as usually performed by such officers.

SECTION 4.

The Executive Committee of this body shall consist of the President, the Vice-President, and the Secretary.

SECTION 5.

All vacancies shall be filled at the December meeting.

ORDER OF BUSINESS.

1. Roll call.
2. Reading of minutes.
3. Reception of communications.
4. Reports of Special Committees.
5. Reports of Standing Committees.
6. Unfinished business.
7. New business.
8. Adjournment.

The following questions were then submitted for the consideration of the Council:

1. High School Question - - - - - LINSCOTT
2. Apparatus and Library Books - - - - BARNES
3. Physical Education - - - - - - MONROE
4. Incorporation of State Association - - FOSHAY
5. Manual Training - - - - - - KLEEBERGER
6. Teachers' Institute - - - - - KLEEBERGER
7. Examinations and Promotions - - - MONROE
8. Licensing of Teachers - - - - McCLYMONDS
9. Uniform Course of Study - - - - - PIERCE
10. Increase of Time in Normal Schools - KENNEDY

The Council decided to take up the following questions for consideration at the December meeting:

1. " Examinations and Promotions."
2. " State Text-Books." [Referred by the California Teacher's Association to the Council for investigation.]
3. " High Schools."

On " Examinations and Promotions " the chair appointed the following committee: Monroe, Pierce, Jones, Mrs. Purnell and McClymonds.

On " State Text-Books," Kennedy, Foshay, Friesner, Mrs. Kincaid and Keyes.

On " High Schools:" Barnes, Kleeberger, Linscott, Miss Welch, and Hutton.

On motion, it was decided that when the Council adjourn it be to meet in Fresno the day before the meeting of the State Association.

The resolution of J. G. Jury relating to State Text-Books, was referred to the Committee on " State Text Books."

The Council then adjourned.

J. W. McCLYMONDS,
Secretary.

HUGHES' HOTEL, FRESNO, CAL., Dec. 27th, 1892.

The Council of Education of the State of California convened at the place above written on Tuesday, Dec. 27, 1892.

Present.—State Superintendent of Schools, J. W. Anderson, W. M. Friesner, Earl Barnes, W. S. Monroe, Jas. A. Foshay, C. E. Hutton, C. H. Keyes, J. G. Kennedy, and J. W. McClymonds.

The minutes of meeting of Sept. 10th, were read and approved.

J. G. Kennedy for the committee submitted a carefully prepared report on the subject of State Text-Books, which was unanimously approved by the Council.

W. S. Monroe, Chairman of the Committee on the subject of Promotions, submitted a carefully prepared report giving statistics gathered from the State of California.

J. W. McClymonds submitted a report of statistics gathered from cities of the United States.

E. T. Pierce submitted a report on the same subject. The above reports on Examinations and Promotions were approved by the Council.

Earl Barnes and C. E. Hutton each submitted valuable reports on the "High School Question." The reports were adopted.

On motion, J. G. Kennedy and J. W. McClymonds were appointed a committee to see that action of the Council be reported to the State Association, and if possible to have the doings of the Council printed in the minutes of the Association.

The Council then proceeded to fill vacancies in its number caused by the expiration of the term of office of W. M. Friesner, Mrs. E. B. Purnell, and Mrs. Mary W. Kincaid.

W. M. Friesner, of Los Angeles, F. A. Molyneaux, of Pomona, Elmer E. Brown, of the State University of California, were elected as members of the Council for a period of five years from date of meeting by unanimous vote of the members present.

The Council proceeded to the election of officers.

W. M. Friesner was elected Vice-President, and J. W. McClymonds Secretary.

On motion it was decided that five members shall constitute a quorum to transact business.

On motion, the Secretary was instructed to file all papers read before this Council, with the Librarian of the State University of California.

The subjects chosen for discussion at the next meeting of the Council were:—

1st. "The Essentials of a School Building."

2d. "Licensing of Teachers."

On the first subject the chair appointed the following committee: J. W. McClymonds, Earl Barnes, Wm. S. Monroe, Jas. A. Foshay, and J. W. Linscott.

On the second subject the chair appointed the following committee: Elmer E. Brown, Geo. Kleeberger, C. E. Hutton, J. G. Kennedy, and C. H. Keyes.

There being no further business the Council adjourned.

J. W. McCLYMONDS,
Secretary.

STATE TEXT-BOOKS.

By Jas. G. Kennedy.

To the Members of the California Council of Education:

Gentlemen:—In presenting this report on State Text-books, your committee desires to state that considerable time has been devoted to collecting statistics for a thorough investigation of this subject.

It is to be hoped that this report will receive your careful consideration, and that out of the discussion of the text-book question there may be developed some plan whereby cheaper and better books may be secured for use in the public schools of the state.

For the purpose of simplifying the subject as much as possible, the discussion of the topics of this report will take the following order:

1. Methods of securing text-books for use in the public schools.
2. The cost of State Text-books.
3. The quality of State Text-books.
4. The method of compiling the State Text-books.
5. Opinions of Superintendents and Teachers regarding State Text-books.
6. Conclusions drawn from facts presented in this report.
7. Recommendations based on conclusion of this report.

Methods of Securing Text-Books.

The three principal methods in vogue for furnishing text-books to the pupils of the public schools are State or County Adoption, State Publication, and State Contract.

The system of State or County Adoption was formerly in vogue in this state and is still in operation with respect to all text-books not published at the State Printing Office.

The law which governs County Adoption at the present time generally secures good books, but not always cheap books. It is pernicious in the fact that no limit is placed to the price at which books may be adopted by the County Boards of Education.

A new law embodying the best features of the contract system should be adopted by the next Legislature for the purpose of governing the County Boards in the adoption of all books, excepting the State Books, now used in the public schools of this state. Such a law would effect a great saving to the people.

The system of State Publication has been tried by but one state,—California. With its workings you are also well acquainted. A full discussion of its merits will be presented later on in this report.

The State Contract System is in operation in Minnesota, Missouri, Indiana, Ohio, and many other states. It will be impossible within the limits of this report to present complete statistics from all of the states operating under this system. We will, however, be as complete as our space permits. Ohio is probably the best representative of the Contract System. Profiting by the experience of other states, she has succeeded in framing a most excellent text-book law. It provides for a State School-book Board consisting of the Governor, the Secretary of State, and the School Commissioner.

This Board is empowered to adopt text-books for use in the public schools of the state at a price not to exceed 75 per cent of the regular wholesale prices. The distribution is under the control of the local boards of education, 10 per cent of the contract price being allowed for expense.

The result of this law has been very beneficial. Under its provisions school text-books are now furnished at a reduction of more than 40 per cent from the retail prices formerly prevailing in the State of Ohio. (See Exhibit A).

Cost of State Text-Books.

The system of State Publication in this state has been in operation about seven years, a sufficient length of time for all parties to judge fully of its merits.

In selecting text-books for the schools, two things are to be considered,—price and quality, quality being by far the most important factor.

Are the State Text-books cheap? Are they up to the stand-

ard in quality? These are the questions presented for consideration. They must be answered, and answered fairly. The most satisfactory answer to these questions is to be found in a concise historical review of the State Text-book scheme. We shall accordingly present you with an impartial statement of what, in our judgment, are the salient points of the subject, together with certain suggestions, comparisons, conclusions and recommendations.

The Republican State Convention during its session in 1882, had submitted to it for incorporation in its platform, the following resolution, which was adopted:

"We recommend to the Legislature the establishment of some system by which the State shall print and provide the reading and other text-books used in the public schools, supplying the same to the pupils at actual cost."

The intent of this resolution was so clearly unconstitutional that it did not, at the time, attract very much attention.

In December of 1882, the Convention of County School Superintendents reported most emphatically against the plan.

The *San Francisco Daily Examiner* and the *Chronicle* both opposed State Publication, the *Examiner* as a "costly folly," and the *Chronicle* as "a scheme with a job on its face."

In the face of all opposition, the Legislature of 1882–3, early in its session, basing its action upon estimates presented by the State Printer, passed an act amending the Constitution so as to provide for the publication by the state of a series of public school text-books.

Fearing the effect upon the public schools, if the State Publication scheme became a part of the organic law of this state, the subject was fully discussed at the session of the California Teachers' Association, held in San Francisco, December, 1883.

An exhaustive report prepared by a special committee was submitted and unanimously adopted. The report concluded with the declaration that "the publication of school text-books by this state is inexpedient and impracticable and will, if attempted, result in great pecuniary loss to the state, and inexpensive and unsatisfactory books for our schools."

The estimates of the cost of publication, as given by the State Printer, were shown to be erroneous and misleading.

Despite the warnings from the press, from superintendents, and from teachers, the Constitutional Amendment at the ensuing election, under a misapprehension of the people, was adopted, thus formally establishing the scheme for publishing State School Text-books.

The opponents of the State Text-book scheme claimed that it would cost at least $250,000 to inaugurate the system, and that after the books were published they would work a great injury to our schools because of their inferior quality. For this they were accused of working in the interest of private publishing firms. The State Printer, in his original estimate, helped to convince the people of the truth of this accusation. He claimed, exclusive of the cost of distribution, that the State could publish the First Reader at a cost of 9¼ cents, the Second Reader at a cost of 18 cents, the Third Reader at a cost of 24¼ cents, and the Speller at a cost of 8⅛ cents. In the same report the State Printer placed the cost of the printing plant, bindery, etc., at the low estimate of $32,485.87. After this low estimate had served the purpose for which it was intended, the State Printer filed a second report, placing the cost of the printing plant, bindery, etc., at $115,000.00. Finding that his estimate was still too low, the State Printer filed a third report, and placed the cost of the printing plant, bindery, etc., at $250,000.00, thus virtually endorsing the position taken by the Teachers' Convention of December, 1883. But experience has proven that this estimate was entirely too low, as the appropriations up to April 30th, 1891, were $480,000.00. (See Exhibit D.)

Unfortunately, the State Printer's mistakes did not end here. When the State Text-books were ready for distribution it was discovered that the original estimate on the cost of each book was also too low. The following tabulated statement will clearly illustrate the discrepancy between the original estimated cost of the State Text-books and the price for which they were at first sold:

NAME OF BOOK.	ESTIMATED COST.	FIRST SELLING PRICE.
State First Reader	9¼ cts.	15 cts.
State Second Reader	18	30
State Third Reader	24¼	40
State Speller	8⅛	20

Although the State Books were sold greatly in advance of the estimated cost, there was a large biennial deficiency in the appropriation for the State Printing Office. This led Mr. J. D. Young, successor to Mr. Ayers, to advise the State Board of Education in January, 1888, that according to his estimates the State Text-books were being sold at a price below the cost of manufacture. The schedule of prices was accordingly revised, and since that time the State First Reader has been sold at 20 cents, the State Second Reader at 40 cents, the State Third Reader at 65 cents, and the State Speller at 30 cents. The following tabulated statement will show the discrepancy between the original estimated cost and the present selling price of the State Books:

NAME OF BOOK.	ESTIMATE OF COST.	PRESENT SELLING PRICE.
State First Reader	9¼ cts.	20 cts.
State Second Reader	18	40
State Third Reader	24¼	65
State Speller	8⅛	30

Is it possible that an intelligent State Printer could have unintentionally made such mistakes?

It is boldly charged that the selling price of the State Books is still far below the actual cost of manufacture. The friends of State Publication deny this charge, while the opponents of the scheme as stoutly maintain it, and cite the regular biennial deficiency in the State Printing Office as proof of their statement.

The following tabulated statement will clearly show the effect of State Publication on the expenditures of the State Printing Office:

EXPENDITURES OF THE STATE PRINTING OFFICE FOR 5 YEARS IMMEDIATELY PRECEDING STATE PUBLICATION.			EXPENDITURES OF THE STATE PRINTING OFFICE FOR 5 YEARS IMMEDIATELY FOLLOWING STATE PUBLICATION.		
Expend. 32d	Fiscal Yr.	$114,738 32	Expend. 37th	Fiscal Yr.	$181,982 69
" 33d	"	55,859 51	" 38th	"	168,380 32
" 34th	"	89,763 20	" 39th	"	210,286 49
" 35th	"	63,767 32	" 40th	"	257,750 79
" 36th	"	77,488 93	" 41st	"	245,546 38
Total,		$401,617 28	Total,		$1,063,896 67

These figures speak for themselves, and strongly support the charge that the publication of State Text-books is largely responsible for the regular biennial deficiency in the State Printing Office. The claim of the friends of State Publication that this deficiency is not due to the cost of the text-book department of the State Printing Office, is hardly supported by the facts.

The cost of state printing during the fiscal year just preceding the inauguration of State Publication, was $77,488.93. The cost of state printing, exclusive of text-books, during the fiscal year of 1891–2, was $147,518.42. This shows that the State Printing Office cost $70,029.49 more in the 43rd fiscal year than it did in the 36th fiscal year. That this increase in the expenditures of the State Printing Office was entirely unnecessary, unless it was due to the publication of State Text-books, may be seen at a glance by comparing the cost of state printing in California with the cost of state printing in other states.

The following tabulated statement shows the population and the comparative cost of state printing in six states of the union for the fiscal year 1891–2:

NAME OF STATE.	POPULATION.	COST OF PRINTING.
California,	1,208,130	$147,518 42
Wisconsin,	1,686,880	24,892 11
Indiana,	2,192,404	40,000 00
Ohio,	3,072,316	55,744 43
Michigan,	2,093,891	45,881 00
Illinois,	3,826,351	38,008 51

In the great State of Ohio with three times the population and three times the printing, it costs but a little over one-third as much to conduct the printing department of the state government as it does in the State of California.

If these facts show anything, they show, unless there is gross extravagance in conducting the State Printing Office, that the publication of State Text-books is responsible for the regular biennial deficiency in the State Printing Office.

Let us now compare the cost of the California series of school books with the cost of the series of text-books used in Ohio:

PRICE OF TEXT BOOKS IN CALIFORNIA—STATE PUBLICATION.		PRICE OF TEXT-BOOKS IN OHIO—STATE CONTRACT.	
State First Reader, . .	$ 20	Harpers' First Reader, .	$ 18
" Second Reader, . .	40	Harpers' Second Reader,	27
" Third Reader, . .	65	Harpers' Fourth Reader,	45
" Speller, . . .	30	Patterson's Common School Speller . . .	14
" Number Lessons, .	25	White's First Book in Arith.	23
" Advanced Arithmetic,	50	White's Complete Arith.	49
" Language Lessons, .	30	Reed & Kellogg's Graded Lessons in English, .	27
" English Grammar, .	50	Reed & Kellogg's Higher Lessons in English, .	45
" History of U. S., . .	80	Barnes' Brief Hist. of U. S.	75
" El. Geography, . .	60	Harpers' Int. Geography,	36
" Physiology, . . .	60	Steele's Hyg. and Physiology, Abridged, . .	38
" Civil Government, .	55	Peterman's Civil Govrnmnt.	45
Total, . . .	$ 5 65	Total, . . .	$ 4 42

These figures show that a complete set of California State Books costs $1.23 more than a corresponding set in Ohio. What is true of the prices of text-books in the State of Ohio, is also true of the prices of school books in other states working under the State Contract System. (See Exhibit A.)

The following tables will show the retail price of text-books in Missouri and Indiana, as compared with the prices of the California Series:

TABLE No. 1.

RETAIL PRICE OF TEXT-BOOKS IN CALIFORNIA—STATE PUBLICATION.		RETAIL PRICE OF TEXT-BOOKS IN MISSOURI—STATE CONTRACT.	
State First Reader, . . .	$ 20	Franklin First Reader, .	$ 14
" Second Reader, . .	40	Franklin Second Reader,	20
" Third Reader, . .	65	Franklin Fourth Reader,	40
" Speller, . . .	30	Eclectic Speller, . . .	16
" Number Lessons, .	25	Ray's Primary Arithmetic,	14
" Advanced Arithmetic,	50	Ray's Practical Arithmetic,	44
" Language Lessons, .	30	Hyde's Practical Lessons in English, No. 1, . . .	22
" English Grammar, .	50	Hyde's Practical Lessons in English, No. 2, . . .	39
" History of U. S. .	80	Barnes' Brief History U. S.,	88
" El. Geography, . .	60	Butler's El. Geography, .	49
" Physiology, . .	60	Brand's Lessons on Human Body	40
Total, . . .	$ 5 10	Total, . . .	$ 3 86

These figures show that the children of California have to pay $1.24 more for a complete series of State Books than the children of Missouri have to pay for the Missouri Series. (See Exhibit B.)

TABLE No. 2.

RETAIL PRICE OF TEXT-BOOKS IN CALIFORNIA—STATE PUBLICATION.		RETAIL PRICE OF TEXT-BOOKS IN INDIANA—STATE CONTRACT.	
State First Reader, . .	$ 20	Standard First Reader, .	$ 10
" Second Reader, .	40	Standard Second Reader,	15
" Third Reader, . .	65	Standard Fourth Reader,	30
" Speller, . . .	30	Collett's Speller, . .	10
" English Grammar, .	50	Collett's Comp. Eng. Gram.	40
" Number Lessons, .	25	Ray's Primary Arithmetic,	15
" Advanced Arithmetic,	50	Ray's Practical Arithmetic,	45
" History of the U. S.,	80	Montgomery's Hist. of U. S.	65
" El. Geography, .	60	Barnes' El. Geography, .	30
" Physiology, . .	60	Brand's Lessons on Human Body	30
Total, . . .	$ 4 80	Total, . . .	$ 2 90

This table shows that California pays $1.90 more for a set of the State Books than Indiana does for a corresponding series of text-books. (See Exhibit of Books.)

In making these comparisons we have compared the First, Second and Third Readers of the State Series with the First,

Second and Fourth Readers of the other series. It would be evidently unjust to compare a series of five finely bound, perfectly graded and well adapted readers with the three books of the State Series. However, that there may be no cause of complaint, we give below a tabulated comparison of the cost of the California and Indiana Readers:

CALIFORNIA READERS.		INDIANA READERS.	
State First Reader, . . .	$ 20	Standard First Reader, .	$ 10
State Second Reader, . .	40	Standard Second Reader,	15
State Third Reader, . .	65	Standard Third Reader, .	25
		Standard Fourth Reader,	30
		Standard Fifth Reader, .	40
Total, . . .	$ 1 25	Total, . . .	$ 1 20

This shows that California pays more for her three inferior readers than Indiana does for her five books of excellent quality.

Since the inauguration of the State Publication scheme, the children of the State of California have paid $105,200.17 more for the state text-books than the children of Ohio have paid for the same number of corresponding books.

The following table will more clearly illustrate the difference in the cost of text-books in California and in Ohio:

NAMES OF BOOKS.	No. of books published in California . .	Cost in California	Cost in Ohio of same number of corresponding books . .	Loss to California . . . . .
State First Reader, .	249,750	$ 49,950 00	$ 44,955 00	$ 4,995 00
" Second Reader,	168,540	67,416 00	45.505 80	21,910 20
" Third Reader, .	100,437	65,284 05	45,196 65	20,087 40
" Speller, . .	156,715	47,014 50	21,940 10	25,074 40
" Number Lessons	94,649	23,662 25	21,769 27	1,892 98
" Adv. Arithmetic	140,975	70,487 50	69,077 75	1,409 75
" Language Less.	80,676	24,202 80	21,782 52	2,420 28
" English Gram.	79,444	39,722 00	35,749 80	3,972 20
" History of U. S.	54,617	43,693 60	40,962 75	2,730 85
" Physiology, .	15,552	9,331 20	5,909 76	3,421 44
" El. Geography,	71,243	42,745 80	25,647 48	17,098 32
" Civil Governmt.	1,249	749 40	562 05	187 35
Totals, . .	1,212,847	$ 484,359 10	$ 379,158 93	$ 105,200 17

These figures show that the State of California, exclusive of plant, bindery, interest, etc., could have gone into the open market and purchased the same number of corresponding books and furnished them to the children of the state for $105,200.17 less than it cost the pupils of the public schools to purchase the present State Series.

If we add $105,200.17, the money lost on the difference in price of text-books, $480,000.00, the money expended for plant, bindery, etc., and $194,790.40, the interest on the money invested, we will have the vast sum of $779,790.57 as the total cost of State Publication up to the present time.

From the foregoing statistics, yonr committee concludes that, up to the present time, State Publication has not furnished as cheap text-books as the advocates of the measure claimed.

Quality of State Tex-Books.

We come now to the consideration of the second inquiry of this report. Are the State Text-books up to the standard in quality?

In order that you may clearly comprehend the standard of criticism adopted by your committee, let us briefly consider the qualities of a good text-book.

First.—The text-book should be well printed, durably bound, and clearly illustrated.

Second.—The information furnished by the text-book should be absolutely correct.

Third.—The method followed in presenting the subject-matter of the text-book should be in accordance with the best educational thought.

Fourth.—The text-book should be so written as to develop in the pupil the habit of self-reliance.

Fifth.—The books of different sets should be so closely graded that the pupil, with the same ease, may be enabled to pass from one book to another, as he does from one lesson to another.

Sixth.—The text-book, in style and matter, should be adapted to the mental status of the pupil.

Having submitted to you our standard of criticism that you

may judge of its justness, we will next proceed to the critical examination of the books of the State Series.

It may be truthfully said of the State Readers, that they are notably poor in binding, illustration grading and adaptability. When the Readers were first published they fell to pieces after being used a few weeks. Since then the binding has been greatly improved. There is, however, plenty of room for further improvement in this respect as the following statement will show. In the Franklin Grammar School of San Francisco, there are in use 689 Readers, 423 or 61 per cent of these are falling to pieces through poor binding.

The binding of the State Speller is about the same as the binding of the Readers. Of 589 Spellers in use in the Franklin Grammar School, 315 or 51 per cent are falling to pieces. This is not the result of being in use for too long a time, but because of inferior binding. Many of the Spellers came to pieces during the first year's service.

Of the 290 Elementary Geographies in use in the same school, 175 or 60 per cent are falling to pieces owing to poor binding.

The fact is, the binding of the State Books is inferior in quality and should be remedied by those having State Publication in charge.

Although the mechanical construction of the State Readers is poor, the grading is worse. After a child has read the State First Reader and the supplementary reading of the same grade, it is still unable, with any degree of intelligence, to proceed with the work of the State Second Reader. There is a break of at least a year between the First and the Second Readers of the State Series, that must be bridged over with advanced supplementary reading before the child can enter successfully upon the work of the Second Reader.

The step between the Second and the Third Readers of the State Series is greater than the step between the First and Second Readers of the same series. This break has also to be bridged by advanced supplementary reading before the pupil can proceed with the higher work.

Experience has proven that it is impossible to grade a series of three readers, so as to cover a period of nine years of school life.

In addition to the defects of construction and grading, the State Readers are not adapted to the mental status of the pupils who are to use them. Many of the selections of the Second Reader are entirely too difficult for children from 10 to 12 years inclusive. The same is true of the selections in the Third Reader for children from 13 to 15 years inclusive.

The selections are disconnected and beyond the grade of culture of the child for whom they are intended, and therefore, cannot be read or studied with any degree of intelligence by most of the pupils in the primary and grammar schools.

The State Speller is faulty, both in method and adaptability. It is largely based on the column method of spelling, and contains thousands of words that are entirely beyond the comprehension of the average pupil of our grammar schools. If these words are to be learned, it must be done by sheer force of memory, only to be forgotten again. This kind of work is a waste of mental energy and injurious to pupils.

The State Language Lessons and the State English Grammar are supposed to be a series of well-graded and clearly unified language books, but they are not. They were evidently written by different persons and upon different plans, as there is no similarity between the two books.

While your committee does not endorse the method of teaching language as presented in the State Language Lessons, yet the plan of the book, from the standpoint of the compiler, is well-developed and is acceptable to many teachers.

The State English Grammar, however, is a sadly mnddled text-book, without any intelligible plan, expressing in chaotic style the peculiar and conflicting ideas of its many compilers. It is obscure and ambiguous, and entirely too complicated for seventh and eighth grammar grade pupils. The subject-matter has been taken from many different sources and jumbled together without any well defined system. For a simple work on the essentials of the English Language it is a flat failure. As an authority on English construction, it is absolutely worthless.

The Number Lessons and the Advanced Arithmetic of the State Series should form a closely related series of books,

written upon the same plan. In this case, however, the books are written on two entirely different plans. There is no more connection between them than if they belonged to two different sets of Arithmetics. Owing to the employment of too many compilers, unity of plan is entirely wanting.

The advanced State Arithmetic is faulty in method and impracticable in exercises. In the State Arithmetic there is little, if any, explanation of principles, and nearly all the practice work is purely abstract. Such a book destroys the self reliance of the pupil, as he is unable to proceed with his work without the assistance of the teacher. Such a book prevents all self-helpfulness on the part of the pupil.

Of this remarkable State Series, the History of the United States is probably the most remarkable production. Obscure in statement, heavy in style, and wanting in adaptability, it is totally unfit for the purposes for which it was intended. There is not a grammar school pupil in the State of California who can read it, much less understand its meaning.

In illustration the State History is decidedly inferior. If the old Puritans or the proud Cavaliers could see themselves as presented in this book they would rise from their graves and enter an indignant protest.

The sooner the State History is replaced by one clear in statement, simple in style, and well adapted to the mental capacity of children attending the grammar schools, the better it will be for the boys and girls of the state.

The State Elementary Geography has some merit. The plan, with some modifications, would be a good one. The text of this book, however, is altogether beyond the understanding of primary pupils. In style and thought it is just suited to the higher grammar grades.

If the physical, the commercial, and the political features of the Elementary Geography had been a little more complete, it would have answered admirably for an advanced book, provided the indistinct and crowded maps were replaced by better ones.

The State Physiology was evidently not prepared by a specialist in this branch. It is faulty in method, misleading in

statement, and poor in literary style. At best, the book is but a hasty and imperfect compilation, and lacks the unity and force of a carefully prepared original treatise. It is wanting in that clear, direct and systematic organization of its matter, which is the mark and value of a strictly scientific work. It abounds in misleading, conflicting and incorrect statements of facts, while its style of composition is crude, and often grammatically incorrect.

The State Civil Government is one of the best books of the series; however, it is not adapted to grammar schools where the law contemplates its use. In style and subject-matter it is suited for high schools.

Since writing the above criticism, the friends of State Publication have admitted the inferiority of the State Books by urging their immediate revision.

From the facts, as set forth in the above critical review, we conclude that the State Series of School Text-books is not up to the standard in binding, grading, illustration and adaptability.

Accompanying this report are sample sets of Ohio, Missouri and Indiana text-books, which the members of this body are requested to examine and compare with the California series as to price, binding, paper, illustration, grading and adaptability.

Opinions of Superintendents and Teachers.

While the subject of State Text-books is of great importance to the tax-payer, it is of paramount importance to the teacher, because, next to the teacher, the text-book is the most important factor in the education of the child. The teacher, from the nature of his calling, he is peculiarly fitted to pass judgment on the merits of the text-books used by his pupils. It is the teacher's duty at all times to fearlessly and publicly express his honest conviction to the end that his patrons and pupils may be enabled to secure the cheapest and the best text-book published.

Your committee, believing that the opinions of superintendents and teachers would be the best evidence of the merits or demerits of the State Text-books, prepared a *circular* to be sent direct to the superintendents and teachers of this state, but

owing to the expense, the plan was abandoned, and a circular was sent to the County Superintendents asking what action, in reference to State Text-books, had been taken by the teachers of their respective counties. From this circular we have received 38 replies classified as follows:

For State Text-books,	2
Against State Text-books,	15
No Action on State Text-books,	21

While these statistics are not complete it is evident that the great majority of teachers and superintendents consider the State Books greatly below a proper standard in quality. (See Exhibit C.)

Method of Preparing State Books.

What, it may be pertinently asked, has been the method pursued in the preparation of the State Books?

The members of the State Board of Education, in office during the work of compilation, appointed themselves to supervise this work, and inexperienced persons to do the work. They also appointed an editor of these books.

With inexperienced supervisors, whose time was otherwise fully employed, and with inexperienced compilers, the result has been what might have expected—the poorest set of books ever published.

Had the members of the State Board of Education used good business judgment, they would have advertised for the manuscript of each book, or they would have appointed a board of experienced editors, and then left the matter entirely in their hands. If either of these plans had been pursued, the result would have been different. We would have had better text-books for our schools.

From the facts and figures presented in this report, your committee presents the following conclusions:—

1. State publication, up to the present time, has not furnished as cheap text-books as the friends of the plan expected.

2. State publication, under the policy pursued by the State Board of Education, has failed to produce text-books up to a

proper standard in binding, illustration, grading, and adaptability.

3. The method followed in the compilation of the State Books is impracticable, and not calculated to produce the best results.

In view of these conclusions, your committee recommends that the next legislature take some action towards reducing the price and improving the quality of the text-books used in the public schools of the State.

JAS. G. KENNEDY,
JAS. A. FOSHAY,
W. M. FRIESNER,
C. H. KEYES.

EXAMINATIONS AND PROMOTIONS IN CALIFORNIA.

By Will S. Monroe, Palo Alto, Cal.

The subject of examinations and promotions was so generally discussed at the meeting of the California Teachers' Association held at Riverside, Dec., 1891, that it commended itself to the Council of Education; and at the meeting held at Oakland in September, the writer was appointed Chairman of the committee to report on the question at the December meeting. Of those appointed to act with him in the preparation of this report, Mr. Edw. T. Pierce was designated to secure the opinions of normal school principals in the United States, and Mr. J. W. McClymonds to address letters to the leading City Superintendents, and secure the practices and opinions thereof.

The special bearing of the question on California was reserved for the writer. Mr. Pierce and Mr. McClymonds will each make individual reports to the Council, and what follows is my study of local conditions obtained by means of extensive correspondence with Superintendents and teachers.

The report is the summarization of these letters, including as it does every section of the State, as well as all the varied conditions under which educational work is carried on.

Replies to inquiries were received as follows:

County Superintendents	30
Members of County Boards of Education	9
City Superintendents of Schools	17
Principals of Schools	19
Teachers in High Schools	35
Teachers of Grammar Schools	123
Teachers of Primary Schools	149
Teachers of mixed Schools	72
In all	454

The first inquiry relates to the methods practiced in the State in determining fitness for promotion.

The second seeks to ascertain the opinions of Superintendents and teachers as to the proper basis of promotion, and thus determine the approximation of theories and practices.

The third inquiry has to do with person or persons who pass judgment upon the fitness of pupils for promotion.

The fourth inquiry touches the intervals of promotion, and the fifth gives returns of cities where examinations have been employed as a basis of promotion, together with the opinions of Superintendent and teachers.

How Promotions are Made.

Desiring to know the practices in the different counties of the State, I sent letters of inquiry to all the County Superintendents in which I asked the following questions:

1. How is the fitness of pupils for promotion determined in your county? By written examinations, teachers' estimate, or class-standing—in
   a. Primary (1st, 2nd, 3rd, and 4th year) grades.
   b. Grammar (5th, 6th, 7th, and 8th year) grades.
   c. High School (9th, 10th, 11th, and 12th year) grades.
2. If written examinations are used to determine fitness for promotions:
   a. How often do they occur?
   b. By whom are the questions prepared?
   c. By whom are the pupils' papers graded?
   d. Does County Board of Education revise the papers?

Thirty County Superintendents replied. Twenty-four reported that written examinations were held in their respective counties as the basis for promotion; four reported that promotions were made on teachers' estimates, and two on class-standings.

In eighteen counties the questions are prepared by the County Board of Education; in four counties they are prepared by the teachers. In thirteen counties the papers are graded by the County Board of Education; in nine counties they are graded by the teachers, but in six of these counties papers are

revised by the County Board of Education. In three counties only the papers are not revised after they have been graded by the teachers.

The rules and regulations governing these written examinations for promotion differ little in the various counties. I give those prescribed in two counties of the State. The first reads:

RULES:

Governing annual examinations of the pupils of the public schools of ——— county adopted by the Board of Education.

1. The teacher of each school or each department in graded schools, is hereby constituted examiner of said school or department and will be held responsible for the faithful discharge of said duty.

2. The questions will be forwarded to each teacher, or principal of graded school, securely sealed, and must not be opened until the time for the examination to begin, and then in presence of the class.

3. Teachers must give pupils a fair and impartial examination, and must grade the papers, marking the standing of each question on the left margin and total credits in upper left hand corner.

4. Each teacher will be allowed two weeks in which to grade papers and forward them to County Superintendent.

5. Each pupil is expected to answer the questions without explanation from the teacher, or any assistance whatever; and the papers of any pupil who does not comply with the above requirements must be rejected by the teacher.

6. All pupils must begin a given subject at the same time, and no pupil must be excused from the room until the questions written on the board have been answered, and the papers handed in.

7. Pupils of the same grade must occupy separate seats or desks during examinations.

8. All papers must be legibly written in ink. Map drawing may be executed with lead pencil.

9. Pupils must answer in complete sentences as far as possible.

10. Use legal cap paper if possible.

11. Pupils should leave a margin on the left side of paper.

12. Report the grade to which every pupil belongs. Do not rank a pupil who takes only a part of the examination.

13. Pupils who are in two or more grades, should be given the questions of the lowest grade only.

14. Put the average grade the pupil receives in this examination in the " Average " column.

15. Return the printed questions with the papers to the Superintendent of Schools.

16. When the teacher has completed the record, he will fill out and sign the following certificate.

I, ———— teacher of ———— District, ———— County, Cal., do hereby certify that I have not permitted anyone to obtain a knowledge of the questions before they were submitted to the classes; that I have conducted the examination in all respects in conformity with the above rules; that I have given no assistance to pupils, directly or indirectly, in answering the questions, nor permitted anyone else to do so; that to the best of my ability I have graded all papers impartially and correctly, and that the record herewith returned is a true statement of the results of the examination.

Signed ————,

Teacher ———— District.

NOTES:

(1.) Do not let the pupils fold their papers.

(2.) In mental arithmetic, the pupil should let his pen lie on the desk while the teacher reads the question. After ample time has been given the pupils to solve the problem, let the teacher say, "Write." Then let the pupils write the answer " only," and number it to correspond with the number of the question.

(3.) Conduct the examination throughout as much like a teachers' examination as practicable.

The second reads:

RULES FOR EXAMINATION OF PUPILS IN — COUNTY SCHOOLS:

1. An annual examination of pupils for graduation, and for promotion in the several grade divisions, shall be held in all the schools of ———— county, beginning on the first Monday of June and continuing one week.

2. Such examinations shall be uniform, and the questions for classes in the Grammar Grades and for the highest division of the Primary Grade, shall be prepared by this Board. Examination questions for the lower divisions of Primary Grade shall be prepared by teachers, but examination in lower classes shall be chiefly oral.

3. Sets of the printed questions, together with a schedule of the standards required in the different studies, shall be sent to each teacher in the county having charge of a school. Sealed envelopes containing the prescribed questions shall be opened by teachers, in the presence of their schools, for the first time upon the day the examination begins.

4. It is hereby made the duties of teachers to conduct such examinations, to mark the papers of pupils, and to enter upon the schedule the standing of each pupil in each study he has pursued during the school term.

5. The order of studies shall be as arranged on the schedule, and the general directions for conducting the examinations, sent to teachers, must be strictly observed.

6. Examinations shall be conducted partly in writing and in part

orally. A record shall be made of both oral and written work, which record, with the written papers of pupils, shall be reviewed by the Board while in session at the County Seat.

7. Pupils not present at the beginning of an examination shall not be afterwards admitted.

8. All members of a class must begin a subject in the written examination at the same time, and no recess shall be allowed until that subject is finished.

9. The marked papers of such pupils as attain 75 per cent in the examination, together with a general record, including the schedule of credits earned by each pupil in the examination, shall be sent by teachers to the County Superintendent of Schools within two weeks from th e close of the examination.

10. Failure of any teacher to comply with the requirements of the foregoing rules and regulations shall be deemed sufficient cause for the Board to declare such teacher guilty of unprofessional conduct.

11. The Board shall meet at the call of the Secretary to prepare questions as provided in Rule 2 of this series.

12. Diplomas of graduation shall be awarded to pupils that have completed the course of study, for Grammar Grades, if they attain 75 per cent in examination.

13. A pupil, upon changing his place of attending school, shall apply for and receive from the teacher of the school he last attended, a certificate stating the grade and division to which he belongs. Such certificate shall entitle the pupil to enter the same grade and division in any school in this county. Blanks for this purpose will be furnished by the Superintendent of Schools.

14. A pupil having no record in the ———— county schools, who applies for admission, shall be examined by the Principal of the school where application is made, and the Principal shall grade such pupil until the next county examination.

15. Where circumstances render it impossible to hold the regular examination as prescribed in Rule 1, an examination shall be held during the opening week of the next succeeding term, or as soon thereafter as practicable. Such examination shall be conducted or directed by the County Superintendent of Schools, and may be either oral or written, or both, at the discretion of the Superintendent.

By order of County Board of Education.

And now let us see how the County Superintendents themselves regard this system of promotion. Superintendent Robert Furlong, of Marin County, writes:

Upon the whole, experience has taught me that the "Teachers' Estimate" plan is not a safe basis for promotion. "Class Record of Standings" is still more objectionable. Notwithstanding all that has been said against written examinations, I believe *that* method *the best* to

ascertain the power or fitness of pupils for more advanced work. Five years' experience with this system in Marin County Schools has established it in favor with teachers, Board of Education and this office.

Superintendent G. W. Beattie, of San Bernardino County, writes:

All promotions are made on the recommendations of the teachers who have had the pupils under their care. After trying the plan for three years, of examining pupils for graduation from the grammar schools, on questions prepared by the County Board of Education, that method was abandoned, and the County Manual issued this year contains the following, adopted by a unanimous vote of the Board.

"The *right* to promotion is earned the instant a pupil proves his *power to do the work of the grade next higher.* No one is better able to judge this power than the teacher, who daily presents new work for his mastery."

Superintendent B. F. Howard, of Sacramento County, writes:

While there are many and valid objections to promotion on examinations, yet I believe in them for the following reasons: They stimulate both teacher and pupil to better and more systematic work; they secure better organization and classification; they establish a standard for promotion and graduation, and fix a responsibility not resting alone with the teacher. In my opinion the results of promotions and graduations based on annual examinations have been very satisfactory and warrant continuance.

Superintendent L. J. Chipman, of Santa Clara County, writes:

We give the teacher the post of honor in the matter of promotions; believing that he is of necessity better qualified to judge of the pupil's intellectual development, capacity for study, physical condition, etc., than the County Board, the Principal or any other individual or body of individuals.

Superintendent C. B. Webster, of Solano County, writes:

If it be possible to arrive at the result sought in any less cumbersome manner, and to remove some of the heart-aches which written examinations have caused the "flesh" to inherit, I would be decidedly an advocate thereof. I believe the teacher is the best judge. Let the examinations be decreased as much as possible and let the class-standing count for much, is what I prefer to the present system. Examinations are a curse, but as long as we are cursed with inefficient teachers we needs must be "cursed" with them.

The Basis of Promotions.

County Superintendents, members of County Boards of Education, Principals of schools and teachers were asked to express their opinion on the following question: What should be the basis of promotions, written examinations, teachers' estimates, or class-standings? Twenty-six County Superintendents, nine members of County Boards, and three hundred and seventy-nine teachers replied as follows:

Basis of Promotion.	County Superintendents	Members of County Boards of Examination	Principals of Schools	Teachers	Total
In favor of written examinations	18	7	9	68	102
In favor of teachers' estimates	8	2	9	257	276
In favor of class standings	0	0	1	54	55
Number reporting	26	9	19	379	433

Of the County Superintendents reporting, 69 per cent believe that the written examination should be the basis of promotion, while 31 per cent express a preference for teachers' estimates; 78 per cent of those representing County Boards favor written examination, and 22 per cent, teachers' estimates; 47 per cent of the Principals of schools favor written examinations, and the same per cent teachers' estimates. Only 18 per cent of the *teachers* reporting, favor written examinations as a basis of promotion, while 68 per cent believe that the teachers' estimates should be the basis.

The three hundred and seventy-nine teachers reporting represented Humboldt, Colusa, Sonoma, Santa Barbara, Monterey, San Joaquin, San Francisco, Alameda, Stanislaus, Los Angeles, Santa Cruz, San Diego, Tulare, and Orange Counties, and include teachers in mixed, primary, grammar, and High Schools as follows:

Basis of Promotion.	Teachers in Mixed Schools.	Teachers in Primary Schools.	Teachers in Grammar Schools.	Teachers in High Schools.	Total.
In favor of written examinations	8	14	28	18	68
In favor of teachers' estimates	57	113	76	11	257
In favor of class standings	7	22	19	6	54
Number reporting	72	149	123	35	379

In the grammar grades, where the examinations chiefly affect the teachers, 23 per cent believe that the written examinations should be the basis of promotion; and 62 per cent believe that the estimates of teachers should be the basis.

James D. Graham, Supervising Principal of the Schools of Pasadena, writes:

> Written examinations are necessary. (1.) As a stimulus to both teacher and pupil. (2) To maintain a uniform standard in the schools of a city or county. (3) To correct the personal equation of error in the teachers' estimate. (4) They form something tangible to show cause for promotion or not of pupils.

Caspar W. Hodson, Principal of the Lincoln School, Pasadena, writes:

> Promotions should always be made, in primary and grammar grades, upon the basis of the teacher's estimate of the pupils' ability or power to do the work of the next grade. To promote on the basis of either oral examinations, written examinations or class recitation marks, alone, would be absurd. I do not believe any teacher can do real teaching and keep daily recitation marks.

Who Should Make Promotions?

The replies to the question "By whom should promotions be made—by teachers, Principals of Schools, or County Boards of Education?" are as follows:

In Favor of Promotions Being Made	County Superintendents	Members of County Boards of Education	Principals of Schools	Teachers	Total
By the teachers	10	3	10	291	314
By the Principals of schools	0	0	8	59	67
By the County Boards of Education	16	6	1	29	52
	26	9	19	379	433

38 per cent of the County Superintendents, 33 per cent of the members of County Boards, 53 per cent of the Principals of Schools and 77 per cent of the teachers believe that promotions should be made by the teachers; while 62 per cent of the County Superintendents, 67 per cent of the members of County Boards, 5 per cent of the Principals of Schools, and 8 per cent of the teachers regard the County Boards of Education as the proper promoting power.

A County Superintendent writes:

In this county we found that by relying on the teachers the result was far from satisfactory, classes being promoted wholesale, because of the pressure from parents, which, it seemed, the teachers could not withstand. I, therefore, prevailed upon the Board to adopt our present plan.

A teacher writes:

Promotions should be made by the teacher.

(*a*) It is a very natural conclusion that the one best qualified should be the judge. (*b*) Qualification for promotion is co-ordinate with that for teaching. It is the resultant of the year's forces. (*c*) *Ability to do* should be the basis of promotion, no one knows this better than the teacher. (*d*) When Principal or County Board promotes, the pupil is rated upon per cent, a most unjust method, for it does not speak fairly of the pupil's ability. We should rise to the higher plane, that a boy should be rated according to quality; even woolen goods are so rated. Texture and fibre are the points (*e*) I believe in trusting teachers with this work, for they will rise to the importance of their work. I regard the present system of some counties, by which promotion is made by County Boards, as an unwarranted assumption of authority, and as tying the schools down to a routine, unjust and wrong.

Miss Jean Parker, Principal of the Broadway Grammar School, San Francisco, writes:

No person or committee should presume to pass upon a child's right or fitness to go forward, except those who have had opportunity to note his daily struggles and growth in power to overcome difficulties. For the past twelve years the promotions in this school have been made upon the teachers' judgment as to the best interest of the child.

Superintendent J. W. Linscott, of Santa Cruz County, writes:

When the millenium comes and we have perfect teachers or rather teachers possessed of good sense and judgment, then and not till then will we be able to successfully place the question of promotions in their hands.

Mr. James G. Kennedy, Principal of the Franklin Grammar School, San Francisco, writes:

I am in favor of promoting pupils on the recommendation of the teacher. The teacher, by means of his daily association, is peculiarly qualified to decide the pupil's fitness to enter upon the higher work. This method develops individual child study, the key to all good teaching.

I am opposed to written examinations as a means of determining the child's fitness for promotion; first, because it destroys individual child study; second, it does not test the child's ability to do the higher work; third, it is barbarous as well as dangerous to subject children to a severe physical and mental strain at the close of a hard year's work.

How Often Promotions are Made?

The replies to the inquiry "How often are pupils promoted?" from cities are as follows:

Alameda: Semi-annually.

Berkeley: Semi-annually.

Fresno: Annually, and at other times upon judgment of the teacher and Superintendent.

Los Angeles: Semi-annually.

Pasadena: Annually, and whenever ready.

Riverside: Annually.

Sacramento: Annually.

Salinas: Annually.

Santa Ana: Twice or thrice a year, as case demands.

Santa Barbara: Annually (which is all wrong).

San Diego: Annually, or at any time when ready.

San Francisco: Annually.

San Jose: Annually, but if arrangements could be made, should prefer semi-annually.

Santa Rosa: Annually, but promotions may be made at any time by the Principal when recommended by the teacher.

Stockton: Annually, but pupils may be promoted at any time if prepared to do the work of the next higher grade.

Twelve of the seventeen towns reporting, make promotions annually; four semi-annually. Sixteen County Superintendents report annual promotions; seven report semi-annual promotions; one reports that promotions are made every six weeks; and two report that promotions are made at any time. While 70 per cent of the towns and 80 per cent of the counties reporting, make promotions but once a year, the numerous protests received indicate that not a few of the teachers of the State believe that pupils should be promoted whenever they are ready for the work of the next higher grade. Dr. O. P. Jenkins, professor of physiology in the Leland Stanford Junior University, and at one time connected with the public schools of California, says in this connection:

> The system which includes promotion in the public schools but once a year, or even but twice in the year, is a very pernicious one. This practice works an injury to the great majority of the pupils. It is utterly impossible to keep a group of children, under varying conditions of mental activity, home surroundings, and opportunities, together in one set of studies for the year, without keeping back many who could easily advance, or crowding forward many who are thus made to do overwork. The pupils to whom such a course is adapted, must, from the nature of the case, be a small minority of the whole class. The selection of a definite time, once a year, is a perfectly arbitrary one, based on one reason, and one alone,—that is, the convenience of the teachers. A pupil should be advanced from one class to another at *any* time, when, in the judgment of the teacher and the Principal of the school, that pupil could work better in the advanced class.
>
> I know all the objections that would be raised to such a system of promotion, but the objections are in every case only connected with the easy administration of the school, and whether they are serious or not, it is the business of the teachers to meet them by solution of the objections themselves, and not by an escape from them by the adoption of an arbitrary system of administration to the injury of the pupils, for whom

alone the school exists. In the same way, those who are not fitted, on account of ability or other reason, to work in the class in which they are, should be transferred to the lower class *at the time* when that lack of ability is discovered.

To hold a pupil for a year, or a good part of a year, in a class in which he is working to a disadvantage, for the reason that he could work better in an advanced class, or in a lower class, is one of the most serious evils, in my opinion, of our present school system. The seriousness of the evil is aggravated from the fact that there is no good reason for its existence.

Advancing from one class to another, or dropping back a class, ought to occur without so much ceremony, just as we pass from one subject to another, as, for example, from "Addition" to "Subtraction."

The lines between different grades in the same school are wholly artificial lines, imaginary one might say, and the maintaining these with so much ceremony distorts the meaning of work, and puts a greater strain on the school, where little or none should exist.

Mr. Geo. W. Beattie, Superintendent of the schools of San Bernardino County, says:

The right to promotion is earned the instant a pupil proves his power to do the work of the grade next higher.

Trial of Written Examinations.

To the question "Have written examinations been tried and found to be a satisfactory basis of promotion in your schools?" I received the following replies from City Superintendents of Schools.

Alameda, D. J. Sullivan: Written examinations have been tried and have not been found satisfactory.

Fresno, T. L. Heaton: Written examinations, as the *sole* basis of promotion, I believe is a species of barbarism not to be found in the schools of California.

Los Angeles, W. M. Friesner: No.

Oakland, J. W. McClymonds: They have been tried and found not satisfactory.

Pasadena, J. D. Graham: Combined with teachers' estimate in doubtful cases, they are satisfactory.

Pomona, F. A. Molyneaux: We have not yet found any way to secure as many good results as by the examination.

Riverside, Eli F. Brown: Written examinations are all right if properly managed.

Sacramento, Albert Hart: Yes, some years since, and found to be unsatisfactory.

Salinas, W. H. Housh: Only in promotions *to* and *in* the High School.

Santa Ana, G. W. McGinnis: They have been tried extensively, but results have not been satisfactory.

Santa Barbara, Geo. E. Knepper: Written examinations have been thoroughly tried and found wanting as a basis of promotion.

San Francisco, John Swett: Official written examinations were in vogue for twenty-five years. At present abolished as unsatisfactory.

San Jose, F. P. Russell: Examinations count one-half; standings through the year count for balance.

Santa Rosa, I. P. Crawford: They have, and are very *un*satisfactory.

Stockton, James A. Barr: Written examinations have always been used in our schools until the last two years.

The San Bernardino County Board of Education, in the manual for 1892, says:

"The County Board of Education will accept the recommendation of the teachers as a basis for all promotion and graduations, hoping thereby to encourage teaching for the power that comes from culture. Let the standard be: 'Not what a pupil knows, but what he can do because of what he is.'"

Mr. Chas. H. Keyes, Superintendent of Schools of Riverside, in his annual report for 1891, says: "In all grades there has been great difficulty in attaining the condition (relieving pupils from an intense and undue expenditure of nervous energy, in freeing teachers from interminable drudgery with examination papers) because of the County Board examination which stood at the end of the eighth grade. Teachers would keep in mind both the quality and quantity of this examination. The fact that at the end of the grammar course, boys and girls must stand an examination in from thirteen to sixteen subjects at the hands of a board, who, although highly intelligent, were

by force of circumstances necessarily unacquainted with th teachers and their teaching, did much to cripple the work i all grades, and especially in the highest."

Mr. J. W. Anderson, Superintendent of Schools of San Fra cisco, in his report for 1890, says: "The system of promotio and graduation of pupils recommended by the Superintende in 1887, and adopted by the Board of Education, has prove to be a success: so much so that there will be no danger of th Department again resorting to the effete system of writte examinations. The most prominent cities of the country no make very little acccunt of written examinations. It is to b hoped that the time is near when they will in all places b relegated to the shades."

GENERALIZATIONS.

With these facts and opinions, what generalizations may b drawn?

1. That the teachers and County Superintendents are a variance as to the educational value of county examinatio as a basis of promotion, 69 per cent of the County Superi tendents and but 22 per cent of the teachers favoring th present system. The arguments presented show that writte examinations are not accurate tests of power, and that the are condemned by the teachers generally because of the us made of them.

2. That the teachers and the Superintendents are at var ance as to the proper promoting power, 62 per cent of th County Superintendents and less than 8 per cent of the teach ers favoring promotions by County Boards through examin tions held by them. The teacher being nearer the child an knowing his capabilities must certainly know better than eve the professional examiner the extent and limitations of th child's power.

3. That the intervals of promotion are unnecessarily long and that strong and weak pupils alike suffer.

RECOMMENDATIONS.

1. That a comparative study based on the experience of leading educators shows that written examinations, as a means of determining the fitness of pupils for promotion from grade to grade in the public schools, are believed to be inadequate, and that promotions can most safely and wisely be made upon the teachers' estimates.

2. That the Council hereby disapproves of the practice of written examinations as a basis of promotion and recommends to all teachers and Superintendents such immediate and energetic agitation of this question as will result in the abolition of the examination system.

EXAMINATIONS AND PROMOTIONS.

By J. W. McClymonds, Superintendent of Schools, Oakland, Cal.

In answer to a circular letter sent to various cities in the United States replies have been received from the following cities, to wit: Albany, Boston, Brooklyn, Cincinnati, Denver, Hartford, Indianapolis, Kansas City, Milwaukee, Omaha, Philadelphia, Scranton, Springfield and St. Paul. From these 14 replies the following statistics have been compiled.

I. BASIS OF PROMOTION.

(*a*) Primary Grades: In 4 cities, Hartford and Scranton, Albany and Denver, estimate of teacher. 2, Boston and Omaha, promote on the estimate of the teacher and written examinations. 2, Brooklyn and Indianapolis, on estimate of teacher and principal. 4, Cincinnati, Milwaukee, Springfield and St. Paul, on class-standing and written examinations. 1, Kansas City, on class-standing alone and 1, Philadelphia, on written examinations alone.

The basis of promotion in the grammar and high school grades in each of these cities is the same as the primary, *except:* For grammar and high school in Cincinnati, written examinations only; in Kansas City, class-standing and examinations; Scranton, teacher's estimate and examinations; and written examinations, only, in the Omaha high school.

II. WRITTEN EXAMINATIONS.

(*a*) Questions prepared by whom?

In 7 cities, Albany, Brooklyn, Omaha, Philadelphia, Scranton, Springfield and St. Paul, the questions are prepared by the Superintendent; in 3, Cincinnati, Indianapolis and Kansas City, by Superintendent and Principal; in 1, Boston, by a Board of Supervising Principals; and in 1, Milwaukee, by Superintendent and Principal in the highest grammar grades and by teachers in all the lower grades.

(*b*) Papers graded by whom?

In 8 cities, Albany, Boston, Kansas City, Milwaukee, Omaha, Philadelphia, Springfield and St. Paul, the papers are graded by the class-teacher; in 2, Brooklyn and Scranton, they are graded by the class-teacher subject to revision by the Superintendent; in 1, Cincinnati, the pupil is examined by the teacher to whose class he aspires to be promoted; in 1, Indianapolis, the papers are not graded.

(*c*) Examinations, how frequent?

In 6 cities, Albany, Boston, Cincinnati, Milwaukee and Scranton, there is 1 examination per year; in 4, Brooklyn, Philadelphia, Springfield and St. Paul, there are 2 examinations yearly; in 1, Kansas City, there is an examination every 12 weeks; and in 1, Omaha, there are yearly, 2 examinations by the Superintendent, 3 by the Principal, and 5 by the class-teacher, making 10 in all.

III. ESTIMATED NO. OF PUPILS PROMOTED YEARLY.

Under this head 3 Superintendents reported numerically, 5 gave no reply at all and the remaining 6 gave correctly the percentage of those belonging promoted.

(*a*) Primary: 2 cities, Omaha and Philadelphia, promote 75 per cent; 3, Cincinnati, Denver and Springfield, promote 90 per cent; and 1, Albany, promotes 98 per cent.

(*b*) Grammar: 1, Philadelphia, promotes 70 per cent; 1, Omaha, 80 per cent; 1, Denver, 85 per cent; 1, Springfield, 88 per cent; 1, Cincinnati, 90 per cent, and 1, Albany, 96 per cent.

(*c*) High: Philadelphia promotes 65 per cent, Cincinnati 74 per cent, Omaha only 45 per cent the first year but 80 per cent the remaining years, Denver and Springfield 85 per cent and Albany 95 per cent.

IV. BRANCHES IN WHICH PUPILS ARE EXAMINED. (WRITTEN.)

In Boston, Omaha, Philadelphia, Springfield and St. Paul, pupils are examined in all subjects taught, in the primary, grammar and high schools. In Albany, pupils are examined in arithmetic, language, geography and spelling in primary

and grammar grades and in all subjects taught in the high school. In Kansas City and Scranton written examinations are not given to primary pupils, but those in grammar and high schools are examined in all subjects studied. In Milwaukee pupils in kindergarten and first grade are exempt from written examinations, but all other grades are examined in all subjects taken.

V. DO YOU BELIEVE THE WRITTEN EXAMINATION IS A SATISFACTORY BASIS OF PROMOTING PUPILS?

In reply to this query I have received 8 negatives; they are from Albany, Denver, Hartford, Indianapolis, Milwaukee, Philadelphia, Springfield and St. Paul. In Boston the teacher's estimate and written examinations are given equal weight. From Brooklyn the reply comes "Yes, for the higher grades." Kansas City can not do without written examinations entirely; Omaha answers unqualifiedly "Yes"; and Scranton says "Yes, if combined with the judgment of the teacher."

EXAMINATIONS AND PROMOTIONS.

REPORT OF EDW. T. PIERCE, PRIN. STATE NORMAL SCHOOL, CHICO.

As a member of this committee, I was asked to ascertain the views of Normal School Principals on the question before us and report thereon at this meeting. I, therefore, addressed a copy of the following letter to about sixty of these gentlemen:

"The Council of Education of the State of California is to prepare a report on 'Examinations and Promotions' to present to the next California Teachers' Association. As a member of the committee on the subject, I desire to learn the views of the principals of the State Normal Schools of the United States on this important question.

I. What, in your judgment, should be the basis of promotion (written examination, class standings or teacher's estimate) in

(*a*) Primary Schools (first, second, third and fourth years)?

(*b*) Grammar Schools (fifth, sixth, seventh, eighth years)?

(*c*) High Schools (ninth, tenth, eleventh and twelfth years)?

II. Is the written examination (wholly or in part) the basis of promotion in your Normal Schools?

What plan is followed in your training school?

III. If you do not believe the written examination to be a satisfactory means of determining fitness for promotion in the common schools, please state as fully as possible the plan or plans that you would adopt."

I received fifty replies, the summary of which shows the following:

For promotion of primary schools, 34 believe that the teacher's estimate alone should be used as a basis for promotion; none would make class standings the basis; 1 would employ written examinations; 1 believes in combining written examinations and class standings; 5 think that class standings and

teacher's estimate should be taken into consideration, written examinations and teacher's estimate; while 4 would make use of all three elements, teacher's estimate, class standings, and written examinations.

In grammar schools, 7 are in favor of teacher's estimate alone; none believe in employing class standings as the only means; 4 would make use of the written examination; 6 would combine written examinations and class standings; 7 teacher's estimate and class standings; 15 teacher's estimate and written examinations; while 11 would combine all three elements.

In high schools, 2 are in favor of allowing the teacher's estimate to be the basis and none are in favor of class standings alone; 8 would depend entirely on written examinations; 13 would combine written examinations and class standings; 6 teacher's estimate and class standings, and 11 teacher's estimate and written examinations; while 10 would make use of all three methods.

As to the actual plans pursued by these gentlemen in their own normal schools, I find that 2 allow the teachers to estimate a student's fitness for promotion; 1 depends entirely on class standings; 26 promote entirely on stated written examinations; 15 combine written examinations and class standings; 3 teacher's estimate and written examinations; while 3 make use of all three methods.

In primary schools, 68 per cent are in favor of making the teacher's estimate the basis of promotion, 2 per cent written examination, and 30 per cent a combination of two or more ways.

In grammar schools, 14 per cent are in favor of teacher's estimate, 8 per cent written examination, and 78 per cent a combination of two or more ways.

In high schools, 4 per cent favor the teacher's estimate, 16 written examinations alone, and 80 per cent the combination plan.

In normal schools, 4 per cent favor teacher's estimate, 2 per cent class standings, 52 per cent written examination, and 42 per cent combinations.

In primary schools, the weight of opinion is in favor of teacher's estimate for promotion.

In grammar schools, the opinion seems to be in favor of a combination of ways into which the teacher's estimate enters largely.

In high schools, the opinion is the same as that for grammar schools.

Written examinations are used in over half of the normal schools as the sole basis for promotion; in the others, class standings figure largely.

In the three grades of public schools, primary, grammar and high, combined, about 30 per cent of the answers favor the teacher's estimate, 8 per cent written examinations, and 62 per cent a combination of two or more ways.

The general weight of opinion, however, as evinced by the combined answers, seems to favor the teacher's estimate. I have thought it best to copy the special replies, thus giving a short symposium from normal-schoolmen on the question. They are as follows:

Edward Searing, Mankato, Minn.:

I have yet much faith in the written examination. The current is perhaps setting against it, but I do not think it will be swept away.

George W. Getter, Girls' Normal School, Philadelphia, Pa.:

I can see no good reason why an honestly conducted examination can do any harm at the end of a school term, and I see many reasons for hesitating to favor promotions without an examination, particularly in higher grades and schools. I cannot see how any experienced teacher can endorse such a proposition. Perhaps I am narrow in my views; I trust not, however. I have thought much on the subject and have been a teacher over forty years—twenty-eight years in my present position. I feel to promote without an examination in this school would destroy much of its usefulness, and result in great injury to the pupils, both morally and intellectually. The written examination is entirely the basis of promotion in this school, and I sincerely trust will always remain so. The same plan is adopted in the Training School, except that we examine bimonthly during the year, instead of at the close.

William J. Milne, State Normal College, Albany, N. Y.:

If written examinations are conducted in a proper maner they will be satisfactory in determining the fitness for promotion. The questions should be prepared with care and the answers marked with discretion.

Albert Salisbury, Whitewater, Wis.:

I believe thoroughly in the value of written examinations, but largely for their educational value. I could not dispense with them as a selective agency for promotion, and yet I feel that the

teacher's judgment of the pupil must have consideration and pretty free play. We lay considerable stress upon the pupil's power of expression in the classroom.

J. M. B. Sill, Ypsilanti, Mich.:

In large classes written examinations seem to be necessary generally, and especially in higher grades. The main point is, however, just determination of ability *to go on.*

H. W. Seerley, Cedar Falls, Iowa:

I do not believe in the written examination as a sure means of determining fitness for promotion, but I do believe that it is necessary to examine the work of the common schools about twice a year for the purpose of guaranteeing that the work done is good on the part of both teachers and pupils. I think the hardship imposed upon teachers in reading the manuscript is the sole objection, hence I would rather be inclined to use it as a means of instruction to secure exactness than to use it as a test to depend upon absolutely in promoting students. On the other hand, I fear that if the teachers' estimates were to take the place entirely of the examination by the supervisory officer, it is as much likely to be abused as the other system.

John M. Milne, Genesee, N. Y.:

I believe that written examinations are a reasonably satisfactory means of determining promotions, but not the only satisfactory means.

In order that you may understand better my views in relation to promotion by examination and by estimate of the teacher, I will explain the plan in operation in this school through the primary, intermediate, normal and academic departments. It is as follows: Students are informed at the beginning of the term that all who, in the estimation of the teacher and by class record, stand 85 per cent and over will be relieved from examination (or "selected," as we call it), unless one-third or more of the class, who are given an opportunity to vote by secret ballot, decide that the teacher's judgment is wrong. In each class the names of all persons who are selected are written on the board by the teacher and copied on a slip of paper by each pupil. Voting is done by striking from the list any name which the pupil thinks has been improperly selected.

This plan is carried out in full in the normal and academic departments, and as fully as possible in the intermediate and primary. In the intermediate and primary the selections are practically made without voting by the pupils. In those departments the selections have to pass through the hands of the critics, who are expected to visit the classes daily. The object of this plan is to secure better class recitations, and it results in that usually.

W. H. H. Beadle, Madison, S. D.:

Examinations have value as incentives to pupils and as standards for their judgment of progress, as well as information for the teacher. The better the teacher, the less use for formal examinations. The examination is used by some superintendents and principals to show schools better than they are, and thus mislead boards and pupils. They prepare show work, and in drawing, penmanship and neatness, look well, but in thoroughness in solid studies are imperfect. In other cases examinations are made the sole basis of promotion, and the tests are supplied by the State or by the head of the school. All the fair work of the term or year goes down before the results of this one nervous strain, which may take many at a disadvantage.

In a city's graded schools I would have my fourth grade primary teacher one whom I could trust; the same for the eighth or last grade grammar. These grades should be the gates to higher classes. It would be better if all grades were so carefully guarded; these *must* be. When each teacher makes out her own examination questions and is moved by a desire to show well, knowing in advance that the papers are to be put on exhibition, much time is wasted in practicing. This is true in county and State exhibits. Shall it be true in the Columbian exhibit?

In all such dishonesty the pupil shares to some extent. What good can come of it? Thoroughness in all studies is the best basis for integrity of life and character and good citizenship.

G. S. Albee, Oshkosh, Wis.:

Written examinations should not prevail until the mere act of writing ceases to demand the pupil's attention. In grades below the high school both written and oral examinations are desirable, involving catechism and discussion of topics; the latter phase in mode least burdensome to pupil, i. e.: some write better than they can talk, others the reverse. In all examinations we should aim to diminish mechanical difficulties, that the thought tests may be more thoroughly applied. In our training department of eight grades, most branches above the fourth grade are remitted for one or two quarters in each year, other work taking their places. In all such cases pupils are examined in the branches when laid aside, thus avoiding severe stress extending over days at the close of the school year. Even when branches are not thus remitted I apprehend that examinations should be extended through the last term, scarcely more than one in two weeks, with more profit and more justice to pupils than is usually the case.

George L. Farnham, Peru, Neb.:

I believe that teachers can do their best work when left free to pursue their own course, subject to the general oversight of the principal or superintendent. Let him take such means for determining fitness for promotion as he deems proper.

I believe in no scheme that will relieve the teacher from the exercise of his best judgment. Written examinations at irregular intervals may keep pupils alert, and if properly conducted relieve them from the unnatural strain that stated examinations impose.

Irwin Shepard, Winona, Minn.:

Primary:—Teacher's estimate of (1) acquisitions, (2) individual power. Grammar Schools:—Class standings, in which teachers' estimate of growth and power enter largely with examinations.

C. C. Rounds, Plymouth, N. H.:

The written examination is often unsatisfactory as a test, on account, first—of the character of the examination; second—from the character of the instruction. Given: suitable examinations, good schools, sensible teachers, from many years experience, I prefer written examinations, class standings and teachers' estimate combined.

D. Mcluegor, Prattville, Wis.:

The written examination is only a device, and like all other devices must not be passed for more than its actual value. My thought is to make daily work the chief estimate in determining promotions, and this must be estimated by the teacher. Daily work should include written recitations, each to be considered as of equal importance to an oral recitation. Then there should be review examinations to be taken into account in promoting, daily work to be considered as 2, review work as 1 in making up report.

James M. Milne, Oneonta, N. Y.:

We have no stated examinations in the normal department. Teacher's estimate is solely the basis of our work. If teacher is in doubt from class standing about estimate, a written test may be given in the class, covering only the time of the recitation. Such are called class tests. The time for such tests is never known to the pupils, hence no special preparation or worry on the part of students.

G. M. D. Eckels, Shippensburg, Pa.:

In graded work I believe in taking into account the pupil's capacity for the work of the new grade, as well as the fact of his having completed satisfactorily the work of the grade he proposes to finish. The pupil should therefore be tested partly by presenting to him work not found in his text book.

James M. Green, Trenton, N. J.:

My plan should include all the means I have of knowing whether or not the pupil is prepared to be promoted—my memory, my memoranda of class and my examination records. I think that common sense should be used on this point, as on others.

Thomas B. Noss, California, Pa.:

The better qualified the teacher is for her position, the less need is there for formal examinations.

H. C. Pritchett, Huntsville, Texas:

I prefer live classroom work, with the free use of the blackboard in all recitations, with frequent written recitations and occasionally a written examination, given so the pupil will not be aware of the fact that he is being examined, and will not be scared out of his wits. The stated examination upon which everything is made to depend appears to me to be unfair, leads to cramming and to cheating. I abhor it.

W. E. Wilson, Providence, R. I.:

Secure teachers of character, force and intelligence. Train them to teach, not merely to give instruction; make them responsible for results in character and scholarship; trust and support them, but exercise judicious supervision. If any of them prove to be incompetent or disloyal to the true interests of their pupils or of education, bounce them and send to Rhode Island for others.

E. B. Prettyman, Baltimore, Md.:

Teacher's estimate is better aided, I venture to suggest, by the French method of having a day's work in school about once a month, but not at a fixed time, written by each pupil in an individual book—I mean one book for each pupil—which is taken by teacher, corrected and kept by him till the close of the pupil's attendance on that school, forming a true history of his progress throughout his school life. This book aids the teacher much in forming estimates for promotion.

Estelle M. Darrah, Teachers' Training School, St. Paul, Minn.:

I should give the question of promotion less prominence, and educate the public to regard the development of the children as of infinitely more importance. I should require the principal to know personally what work children were doing, and, together with the teacher, to settle the question of promotion upon that work. I should give frequent opportunities for the children to write upon topics or questions as a test of their *power*, not of their fitness for promotion, though their written work would partly determine their fitness.

Ellen Hyde, Framingham, Mass.:

I do not believe in artificial stimula nor arbitrary tests of any kind for children. Marks for class work and marks for written examinations are only one form of expression of the teacher's estimate, and the worst form, since figures can never tell the exact truth about the pupil's mental and moral state, and frequently are the worst possible liars. I consider the commonly accepted system of promotions the worst evil of our school system, and hope your council may do something to modify it.

T. B. Stowell, Potsdam, N. Y.:

Written theses are preferable to written examinations. Formal examinations are enervating. Formal examinations encourage "cram." Thesis-writing necessitates association of ideas. Thesis-writing calls for apperceptive knowledge.

Thomas Hunter, Female Normal College, New York City:

I believe written examinations to be, in a great measure, sources of many evils, leading to "cramming." They are at the best a mere lottery. The refined and delicate often fall below their true standing, while the bold and dishonest may attain a rank they little deserve.

X. Y. Z. Snyder, Greeley, Col.:

The teacher's judgment is the basis of promotion, made up by the pupil's power growing in on the teacher and by tests occasionally.

The pupil's ability to do good work in an advanced grade should be the criterion for promotion to that grade.

The pupil's ability to do good work *grows in on the teacher* in recitation and in reviews, oral and written. I have twenty professors teaching for me. When I want one to do a certain work, I know just where to go or to whom to go that I may get it done. I do not need to hold an examination to determine who can do it. I know. It has *grown in on me. I can't help but know.*

It seems to me that these replies and the summary that I have prepared, clearly indicate that "the tide is setting the other way." Dissatisfaction with formal tests is evidently felt by the teachers.

What do the people say? Let one speak for himself. The absurdity of written examinations has been shown very conclusively by a layman, Edward Everett Hale, a careful observer, a scholar who is in close touch with teachers and the public school system. I quote quite largely from an article of his in the Boston *Commonwealth:*

The visible and certain nuisance of written examinations is an evil which is present before a community as civilized as ours all the time, except the summer vacation of the schools and colleges. It involves an absurdity equal to the absurdities of the decline of chivalry. It waits for some Cervantes who shall ridicule it so thoroughly as to drive it entirely from the public mind, so that the twentieth century may know of it only as most people know of the 'Squires of chivalry by Sancho Panza, or of the Knights Errant by Don Quixote. But as the schools of the larger towns of Massachusetts open for the autumn, this month is perhaps the best month for bringing forward, with however little courage, a statement of the misery inflicted upon scholars, upon parents and upon teachers by this rigmarole. If it were only that one should discharge an annual duty, and at the bar of any Judge be able to say: "I sounded my little trumpet, but the world was making such a noise that it did not hear." Jules Simon, now better known as a statesman than as a distinguished professor in the University of France, used to say:

"When I was young we prepared students for life; now we prepare them for examinations." The bitter satire of this statement could be repeated by ten thousand teachers in Massachusetts to-day. It must be that a good many of the committeemen and supervisors, who have to do at least with the outside machinery of the thing, will sympathize with the teachers. We shall have half-a-dozen letters before the week is over to explain to us that, unless there is a system of mechanical examination in the Boston schools, nobody can tell which school is "up to mark" and which school is not. Nobody can tell, for instance, whether a half-dozen Italian boys eleven years old, who are at work in the Hancock school with the difficulties of a new language before them and with national peculiarities of early training, can answer on paper with ink the same questions which a set of boys of Boston parentage and training, who are in the Dwight School, can answer. It is perfectly true that, without a fixed examination from printed papers emanating from the central office, nobody can tell this in such a way as pleases the statistical people. But without any knowledge of one individual of either class in the Hancock School, the Dwight School or the Dudley School, I can tell, without having seen one of the examination papers. What earthly or heavenly reason can there be for driving all these boys in these three classes through such a series of questions, merely for the purpose of giving the statistical answer in a supposed inquiry, where everybody knows the real answer before the inquiry is made, and where the answer is of no importance when it is attained? Do we really want the Hancock School, for instance, to be the precise counterpart of the Dwight School, or the Dwight School to be the precise counterpart of the Dudley School? Do we not really want that the genius of the teacher in one shall show itself in his way, and the genius of the teacher in another shall show itself in his way? Are we really trying to turn out fifty thousand clothespins of precisely the same pattern in the Boston schools, or are we trying to make of each boy and girl the best that can be made, and to encourage as we can the particular genius of each separate child? In some transfer of children from one building to another last summer there were examinations of unusual strictness, and the pupils were drilled for days in advance by what might be called mock examinations. A careful and conscientious teacher, worn out by a day spent in this drill, lamented to a friend, "Oh, it is so hard. They think so much of their writing—for they will be marked on their writing—that they forget their spelling; or else they think so much about their spelling that they forget to put in quotation marks. And some of the boys are so thoughtless and indifferent." Upon inquiry, it appeared that the average age of these boys who were "indifferent" to quotation marks was eight years and a half. Is it possible to conceive of rigmarole more absurd than that involved in a system which produces such results?

It seems to me that there are three things to consider in the discussion of this question of examinations for promotion. First—the effects of such examination on the pupil; second—its effects on the teacher; and third, if not found satisfactory, what should take its place?

When I use the word examination, I mean the formal examination at stated intervals. With regard to the pupil, we should ask: First, what does he gain by it? Second, how is he harmed by it? Do examinations benefit the pupil in any way? Yes, they help him to condense his knowledge and put it into the fewest possible words; they compel him to think quickly, if he is not "scared out of his wits," as President Pritchett puts it, by the fear that he will fail to finish his work in the allotted time and make at least 80 per cent; they put the cool, calm pupil on his mettle and spur up the dull one to greater effort.

Are they harmful to pupils? Yes, to many. Their harmfulness has been discussed for years at almost every gathering of teachers. The three most obvious objections advanced are, first, the tendency they have to lead pupils to work for marks and not for knowledge; a certain per cent, no matter how obtained, means promotion; often leading to dishonesty, cheating, copying, anything to reach the required standard; second, the almost inevitable "cram" at the close of the term, the very suggestiveness of whose name is its best commentary. One thing that can be said in its favor is that the mind is furnished a natural means of ready relief, in its power to forget immediately what it has crammed; third, the nervous strain which they cause. This is less easily repaired and invariably falls heaviest on those who least need the test of examination. As President Hunter of the New York Normal College says, "The refined and delicate often fall far below their true standing, while the bold and dishonest may attain a rank they little deserve." I know of a case in which one of the most earnest and intellectual young ladies of a certain school, became so excited over the weekly examination and so worried with respect to the results, that she lost all power of concentrated mental effort at examination times, and nearly

always failed. Almost total loss of sleep the night before the examination at least caused her to resort to nervines to strengthen her on the day of the trial. Are there not many teachers who could give instances of a like character? I think that all of us who have had much experience in the actual work of the school room, and who have given careful thought to the question, are ready to affirm that there are harmful as well as beneficial effects on the pupil in these examinations, and have regretted that some scheme could not be devised from which these harmful elements could be eliminated. One of the greatest objections in my mind, however, is the formal character of the work done at such a time, the lack of individuality that it shows, and its failure to test the pupil as to his real abiding knowledge on the subject—in short, its non-educational value. Examinations are usually faulty, perhaps because the recitation is faulty. Both are often made up of disconnected questions and answers, involving no strict logical consecution of ideas. The examination questions are often mere repetitions of those already propounded in the recitation. Correct answers to these questions fail to show logical thought on the subject in hand, and tend in no way to strengthen the mind of the pupil. They fail to test whether the one who is examined can reason from cause to effect, as they rarely touch on any phases of the subject other than those already discussed in the class. As conducted by most teachers, they strengthen memory at the expense of the other faculties. They require no real thinking, even were the mind of the pupil in a condition to do its best work. It appears then that examinations are only partially beneficial to a few, are decidedly harmful in all their effects on some, and are partially harmful to all.

Second, what is gained by the teacher in these examinations? I have yet to find one that is earnest, wide-awake and efficient who knows any more about the qualifications of any pupil in his class after a formal examination than he does before. I like the expression of President Snyder of Greeley, Colorado. The knowledge of the power of the pupil has "grown in on the teacher. He can't help but know." There

is little or no help to an efficient teacher in a formal examination. Is there harm? Let any one answer who has spent hour after hour, till late at night, for a week at a time, looking over examination papers at the close of a term or a year. The faithful teacher has done all that he ought, physically and mentally each day of the term; he knows, or should know, the strength of each pupil in his class. Why, then, this strain? The only answer that comes to us is the echo "why?" from thousands upon thousands of tired teachers in every State between the Atlantic and the Pacific. Teachers are often criticised because they do not read and study more. Some one has remarked that they are the most poorly informed members of the community in which they live. The examination is, in a great measure, the cause of the narrowing of the mind of the teacher to the per cent basis. Of what use is it to him to know anything of psychology and how to develop the child's mind? What does he gain in his work by storing his own mind with the treasures of history, science and literature, or by keeping conversant with all the live issues of the day? He can make no use of this knowledge in the school room, for the children will not be examined in it; he has no time to promote his own intellectual advancement by reading or pursuing some line of study that is especially attractive to him, for he must look over papers during every spare minute of his waking hours. All he is allowed to think of; all he dreams about, is memory work, memory work, examination, examination, per cent, per cent.

Some years ago, it was remarked that very few of the teachers in one of our largest cities, took any interest or part in the State associations. When asked *why*, one of them replied that it would do them no good if they did. "What," said he, "is progress to us? Individuality has lost its meaning. We are simply parts of a machine. If we should learn anything new at these conventions, it would do neither us nor our pupils any good, for we could not put it into practice." This argument might be advanced by the teachers in many small graded schools.

Now it seems to me that there is only one point in favor of

written examinations and several points in the argument against them. It may be well to recapitulate the latter. They (and the usual system of marking recitations) are wrong incentives to study and often lead to different phases of dishonesty, to the moral detriment of the pupil. The strain on delicate and nervous pupils is great, often preventing them from doing their best work as well as injuring their health. As generally conducted, they involve few educational principles and are decidedly weakening mentally. They aid the teacher slightly in forming a right estimate of the progress and capability of a pupil, but do exhaust his strength and leave him little time for the study that will tend towards intellectual advancement and professional improvement.

This brings me to the third phase of the question: "What should take the place of the examination for promotion?" We ought to be able to devise a plan that shall be beneficial to all of the pupils and harmful to none, and that shall be educational in its results—a method of teaching and testing that shall not so completely exhaust the strength and time of the teacher as examinations do, and which, at the same time, shall be for him a truer test of the mental advancement and capacity of those whom he is trying to teach.

The replies from the prominent men who have addressed me on this subject are too meager and too widely divergent in sentiment to give any foundation on which to formulate a scheme that may test fitness for promotion. I hope, therefore, that I may be excused by this Council for expressing my own ideas on the question. During an experience of many years in all grades of schools, I have tested all of the ways mentioned in my circular as a possible basis for promotion. I have at last reached the following conclusions and adopted the following plans:

The progress and ability of the pupil must be tested. The qualified teacher makes the test in his teaching. In every subject, he leads his pupils along the three steps by which alone they make any knowledge really a part of themselves, viz.: observation, generalization and application. The last is the test. Can the pupils apply what the teacher has tried to help

them to see? If not (and this test is necessary before the next topic or subject is studied), then the pupil is not ready for advancement or promotion. Here, much, indeed all, I might say, depends on the teacher's knowledge of the laws of mental development and his skill in questioning. He must be able to judge of the action of the child's mind and the mental strength involved in the answers and applications instead of simply taking account of the words recited. If he understands the principle of apperception and its application to all the subjects pursued in the school, he *must* know when pupils have grasped new knowledge.

It is wise to record his judgment of the results of these tests and not depend entirely on his memory. The inductive study and discussion of a single principle or topic often requires several days. The record of power to apply in such cases, must necessarily be at irregular intervals, at the close of "*lesson wholes*" as De Garmo calls them. During several recitation periods, the teacher may be leading the pupils up through observation and generalization to application and there is nothing to record, unless he adopts the "Mind Chart" plan of Supt. Frye and takes note of every phase of mental activity.

Let this record in all grades of schools be by letters, representing approximate degrees of excellence. Dr. White's plan is good, the letters E. G. F. and P. representing "Excellent, good, fair and poor." Emulation to be classed in the highest division is enough for most pupils, and what teacher is able to measure the work of a mind so accurately as to determine that it is ½ of 1 per cent stronger than that of another?

To preserve the one benefit of the examination, namely, that which results from the pupil's effort to condense his knowledge and put it into clear, forcible language, I should have him write many short papers, mostly topical. The writing of these papers should never require more than fifteen or twenty minutes, and they should be classified in divisions as indicated above. This classification should take into account the carefulness, the thoughtfulness and the individuality of the writer. It should never be known to the pupil when these papers, or

tests if you choose to term them, are to be required. This saves all useless worry on the part of the pupil. He knows that his daily work and honest thought count. There is no chance to "cram" during the last month of a term; there is a premium on steady effort; he will do his "level best" all of the time. When he becomes old enough to know that a failure to take one step in the necessary process of all learning will prevent him from attaining the knowledge sought after, he will become an earnest ally of the teacher and the battle will be won. To aid pupils to grasp a whole great division of a subject, and to put thoughts into logical form, I should require them to write occasionally a theme on some subject relating to their work. So much for the pupil.

As for the teacher, this plan relieves him from the strain imposed on him at the close of the term in looking over hundreds of examination papers. If these written tests are thoughtfully assigned with regard to time, he may have one set of short papers from some class almost daily, but it need not take him more than twenty minutes to look them over. The system of marking by letters, allows him to exercise his judgment in cases in which a paper shows thought, but which could not be allowed 80 per cent by the old plan. The one is evidence that the pupil is growing, the other simply that he remembers an answer. Which deserves the most credit? No cases will arise in which pupils are ½ per cent below the arbitrary passing mark, as is often the case in the regular examination.

I have tested this method for promotion in public school work. It is now used by most of the teachers in the Chico Normal School. It has never failed, in my experience, to produce excellent results on the pupil, leading him to do careful, conscientious work at all times, and inculcating a knowledge not made up of mere text-book answers.

It seems to me the merits of this method for estimating fitness for promotion are manifold. It is educational, developing all of the powers of the mind instead of memory alone. It incites pupils to strive daily to do careful earnest work, as "cramming" or dishonesty will not help them at the close of the year. It spurs up the dull ones and does not excite those who are nervous.

On the part of the teacher, he is allowed to broaden his work by making use of any knowledge that will aid him in developing the mental powers of his pupils, his main object being to incite thought on their part. Such being the case, he can and should exercise careful judgment in estimating what a recitation oral or written is worth. It allows for individuality in teaching. It takes account of individuality in work, and will never strive to "turn out fifty thousand clothes pins of precisely the same pattern."

It relieves both teacher and pupils from the strain incident to examinations at the close of the term, as the work of the last week counts for no more than does the work of any other.

The teacher must, however, have definite purposes, and definitely planned work for each subject that is taught, to accomplish satisfactory results by the above method. The same kind of work will not always do for different classes. With this variation, there must be no drifting. "The better qualified the teacher is for his position" as President Noss says, "the less need there is for formal examinations." He must know the children and be able to understand, appreciate and make use of their peculiarities, mental, moral and physical. He must be broadly and professionally educated. Quoting from Pres. Wilson, of Providence, "We must have teachers of character, force and intelligence, those trained to *teach*, not merely to give *instruction*," who will work "for results in character and scholarship." Finally, as Miss Darrah of the Teachers' Training School, St. Paul, says, "Give the question of promotion less prominence, and educate the public to regard the development of children of infinitely more importance."

THE RELATION OF SECONDARY SCHOOLS TO HIGHER EDUCATION.

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Great and important questions, whether of state, religion, ethics or education, should receive at the hands of those discussing them, careful consideration. The rights at issue should be weighed with deliberation, and the decision, when made, should give evidence of all the interests involved. The relation of the secondary to the higher schools is such a question. Each has its rights, its claims and its interests, and each is engaged in a work that uplifts mankind. Prejudice has no place in the investigation, self-interest should not be a party to the issue; breadth and clearness should be the master-spirits to direct to a solution.

This subject, in the past few years, has received and is now receiving close attention, and able men are studying it in all its phases. It is not an easy one to adjust. There are harmonious interests that cement the undertakings of each, while there are disturbing elements that do not accord. These cannot be settled by any one person, or by any faculty. The adjustment must come, if at all, from the generous recognition by both sides of legitimate claims. Educational journals teem with articles on the relations between these schools, as to the course of study, requirements for admission, shortening the college course, &c.; all of which go to show that it is by no means a settled question. It has been unfortunate for us in this State, that there has been so little discussion. Here and there it has been touched upon, but no active consideration has been given. It is a matter that will bear investigation. Higher education is receiving remarkable attention, and the more this is studied, the larger and broader will be the influence for good upon the schools concerned, and the deeper will be the interest of the people. I shall attempt to present some few phases of the relation these schools bear to each other.

They are independent as to origin and purpose. The college or university is the older, having grown out of the needs of the higher classes for educational facilities. Private schools and tutoring have until recent years been the preparatory department, and indeed this prevails in many sections even to the present time. The establishment of the University in many States has seemed to change somewhat former methods, for by being incorporated as a State institution, it has looked to the high school, from which it should rightfully receive its chief supply of students. But this has not changed the relation that higher education bears or should bear to the secondary.

The high school has grown out of the demands of the great middle class for better facilities than those afforded by the grammar schools. Increased business opportunities, large and successful enterprises, the unexampled development of national resources have improved the social condition of this class—so numerous in every community. They have secured better homes, and enjoy more of the comforts and conveniences of life. These parents, bettered in their material condition, sought larger opportunities for their children, whom they could not send to the college or the university. Says one, well fitted to speak on this subject: "The high school "is the culmination of the American common school system. "Its main office, though not its only function, is to serve as the "final stage in the course designed to prepare boys and girls "for entrance upon the duties of active life. For four rich "years this work is carried on, till the pupils are sent forth "at eighteen or nineteen in the bloom of their youth, to make "for themselves practical applications of the principles which "their teachers have aimed to inculcate."

These departments of our educational system have also an inter-dependence. The college has its positive influence upon all the lower schools; it disseminates intelligence; it honors the cause of education; it inspires the pupils of the high school with an earnest longing for greater privileges. The high school, on account of this uplift, has attained a higher standard, is more systematic in its work, and responds more readily to the thrill of enthusiasm born of the university. Therefore,

in a large measure, at least in this State, it appears that the high school has lost sight of its original design, and has become merely preparatory.

The past decade has been remarkable as to the growth of the college idea. This onward movement for greater attainments by the masses has broken some idols, venerated for their antiquity. It has cut away the absolute requirement of the classics, and has shown that a man may acquire some culture by a college education, even though he has never read, in the original, the orations of Cicero and Demosthenes.

It has also settled the question, that the man entering college is entirely competent to decide what to study, and that his line of work in the higher institution shall be in the direction of his special pursuit. These have been active agents, not only in modifying the college curriculum, but also in impressing their influence upon the secondary school. It is unnecessary to elaborate the thought or to discuss its bearing, it is only named as a factor that has been instrumental in effecting changes.

The exact relation of the high schools to higher education is not a settled question. Under the old system, when the classics were the standard, the high school held no relation to the college; indeed, it had a very precarious and unsettled existence. The development of the sciences has been the influence, that gave it character and usefulness.

If you look at the subject from the college, it is merely preparatory. It has no other function, nor any other occasion for existence. If you look up to it from the lower school, it is, or, at least, should be, a training school for the middle class. In the words of another: "With one hand the high "school lifts the pupil's downcast face till his eyes behold the "the broad horizon of human knowledge: with the other it "offers the golden key by which he may unlock every closed "door upon life's journey, to bring forth treasures, new and "old, for himself and for his community. From its portals a "few climb to higher schools, offering larger opportunities "and ampler returns; but many more turn at once to their "tasks in the world's great workshop, carrying with them in

" their newly-developed powers and freshly kindled aspira-
" tions—even more surely than in their actual attainments—
" the seeds of countless blessings to ripen as need shall arise."

The high school in this State occupies rather an anomalous position. It is disowned by the State, being cut off from its support by the Constitution. Having no paternal care, it is a disinherited child. The university idea seems, however, to have constituted itself as guardian, and has trained the school entirely in its own interest, so that every pupil, whether willing or unwilling, shall be prepared for a college course.

I am aware that I am now upon ground, which is being contested all along higher educational lines, but there are in this subject many premises, conclusions from which are plainly evident.

Every few years the requirements for admission to the University are advanced. The burden falls upon the high school, the course of which is already very heavy. Pupils are pressed to their full extent, and yet there is no remedy. It has been assumed that the high school is preparatory, and under the stimulus of being accredited, it is urged and driven. The same cause exists east, and the demand is being made to shorten and enrich the grammar school course, in order to lighten the burden of the high school. Every right of the latter is ignored; every claim it may have is overlooked. This is the University idea, If the primary, grammar, high, and university are co-ordinate departments of our educational system; if the grammar takes up the work, where the primary ends; if the high begins its course where the grammar terminates; why should not the University open up its line, where the normally prepared course of the high school closes ? It is not claimed or urged, that the University should have nothing to do in shaping the secondary course. On the contrary, I believe it subserves the best interests of both so to do, but to be done with some appearance of liberality.

The function of a school is determined by the purposes of its pupils. This does not require proof. There are, according to the report of the Superintendent of Public Instruction, 6,021 pupils in the high schools in this State. It is not an easy

matter to arrive at the number of graduates, or the number who pass to higher institutions. It can only be done accurately by getting the statistics from each school. This I have not been able to do, but the general facts are known, and they will serve us. It is safe to say, that, on an average, not more than 15 per cent of the pupils graduate. There are in the Los Angeles high school, which may be considered a type, both as to standing and efficiency, 520 pupils, including the 9th grade; in the three regular classes there are 360, of which number 40 are seniors. The school graduates two classes a year, but that does not change the relation of the numbers. Therefore 15 per cent will cover the whole number of graduates. Eighty-five per cent never reach the higher work. They drop out here and there, all along the course from various causes:—ill-health, disinclination to study, opportunities for business, the inexorable demand for sustenance.

Have the subjects studied been the most beneficial to this large number? Can they take the material given them and use it, either as a source of profit or a means of enjoyment? Has the work upon them been of such a character, as tends to develop them into well-rounded material for the world's activities? These are important points, the necessity of which enters into any and every education. The 85 per cent, or 5,100 pupils, are those for whom consideration should be shown. They go out into the world as well as the 900, or 15 per cent, to battle in its activities, but not nearly so well equipped; therefore the interests of the school should be for them.

Another phase of this subject is the number of graduates, who do not enter any higher institution. If we assume that 25 per cent of the graduates take a higher course, we are giving a full allowance. Then the question confronts us, are these 75 per cent, or 675 graduates, taking no higher course, prepared in the best possible manner for active duties? No one will deny, that, as the course now stands, it is not prepared for those who do not graduate, but is essentially for the graduates, intending to take a higher course; in other words, for 3¾ per cent of the school, or 225 out of the 6,021.

If then the university idea for secondary education is correct,

nothing more can be said; but if it is true that such a course is not the best for the 5,775 pupils, who never enter a higher institution, then a startling fact is before us—that the high school is maintained in the interest of 225 of its pupils, or 3¾ per cent of the whole. This brings us face to face with the question—does the preparatory work for college fulfill the design for which the high school was created? That education is the best which prepares for complete living. That of the college is mainly of culture, and so the college man believes this kind of education is alone suitable for any one taking the secondary. He wishes everything to measure up to that standard. There is a large class of educated men who believe that for this majority in the high school, there is something more than mere college plans. We must face the question as it comes to us, and give these 5,775 pupils what will avail them in the highest degree—a symmetrical education. I shall not stop to enlarge upon this thought. It seems a self-evident proposition.

The courses generally adopted by the high schools of this State are three; although one more ambitious has differentiated one of them into the Commercial-English, the Industrial-English and the Horticultural-Agricultural-English. This I shall not attempt to consider. Education is not a pastime; it is drill, development, power-acquiring, broadening. The great majority in our colleges and universities are learning what they may make useful; they will become engineers, architects, scientists, professionals, teachers, all having some objective point ahead. They are gathering material, they are equipping themselves, and the higher institution that will not or cannot furnish facilities for such work, will be passed by. In the secondary school, the same law should hold, and the 96 per cent should be able to gather serviceable material for their demands. What they get should be the most practical, which they can convert into capital. Does the plan as now pursued fit in the best manner for life's duties those who do not complete the course?

On entering the high school, the pupil must elect a course. He is about 14 or 15 years old, possessed of but little judg-

ment, and less maturity. The selection is perhaps for a life-work; is he competent to decide upon so important a matter? In his education to this point, there has not been much of mental discipline. "The elementary schools teach little but "particular facts and truths; it is the high school that reveals "what is universally true. The lower schools appeal to the "eye and the ear at the present; the high school reveals to the "mind the causes of what is seen and heard."

Evidently it is a new world about to open to the pupil. Is he ready by mental process or development to select? Are his parents, possibly untrained and undisciplined, capable of determining as to the best course? I do not hesitate to affirm that proper selection can come only by the outgrowth of symmetrical education. What is the best for the 96 per cent? A science education? A literary education? Or one well-rounded, symmetrical, developing all his powers, and exercising those faculties which they will be required to use when the day of activity begins?

But these courses are mandatory, so that when the pupil enters the junior class, in any one of them, he is there to stay, save for some very exceptional reason. If he wishes to drop any subject in his regular course, and take another in a different one, of equal rank, he is not allowed to make the change. If any one wishes to take certain studies, making the complement of work for a pupil, he is refused admission. Is this placing the high school upon the plane of the greatest utility to the large majority? Is it not rather making it a mere dependence for college preparation?

Good citizenship is one of the elements of a complete education. In college work both ethical and political training, as well as culture processes, have a large share of attention. Such training comes from direct work. In accordance with law, civics has been introdnced into the higher grades of the grammar school. One would naturally suppose that the work in this line would stand in the front in our secondary schools, but it is neglected in the junior and middle classes. It is patent to all, that in the elementary schools, the study of United States History is not much more than the narration of events.

Herbert Spencer touches the chord when he says: "Suppos-
" ing even that you had diligently read, not only 'The Fif-
" teen Decisive Battles of the World,' but accounts of all
" other battles that history mentions; how much more judi-
" cious would your vote be at the next election?" The development of our national life, the stirring chain of events that produce great results, the growth of great political forces are omitted or else left to the few.

One hears a great deal of the perfection of the German schools; the French receive their meed of praise, and some turn with admiration to those of England. They all are intensely national, intensely patriotic. An English boy from the day he enters school to his graduation is surrounded by the glamour of English names in song, in story and in history. Where in the course that measures the work of our secondary schools is there any definite instruction upon this subject for the 85 per cent? Is there no patriotic literature in this land of ours? Is there not one name of all those who have contributed to our national glory, fit to be studied by our youth? Not even an Adams, a Webster, glowing with devotion at Bunker Hill, or perhaps even a Lincoln, uttering patriotic words on the historic ground of Gettysburg? These men may not speak in style so pure, in words so apt, in rhetoric so finished, in periods so grand, in elegance so matchless, as did a Burke, but the rugged words and inspiring thoughts of our own men are doubly precious. Spartan valor came from the patriotic models of her own State; Roman prestige grew under the glory of her own sons; France, Germany and England lift high their own heroes in their schools. Shall we banish from our secondary schools all reference to the men whose determined stand built up our national honor? Shall we ignore the burning thoughts of those who plead with such devotion for free institutions? Shall we in our schools neglect all teaching upon patriotism, and permit the strength of devotion to wane in the great strife of business? Is classical English of more moment than patriotic utterances? Is the literature of another people of greater value to us as a nation than the historic associations that cluster around the words and language of our own statesmen?

Therefore the relation between these schools is not such as should exist. It is all one-sided, and the secondary does not, and cannot, under present conditions, do what it ought. The course is made especially and solely for higher education. A prominent head-master, in an article in the *Educational Review*, asserts: "It is right that the colleges should consider "first their own needs; it is not right that the highest inter- "ests of the schools should be disregarded. Recently the "subject of shortening the college course by a year was dis- "cussed with great vigor and earnestness, at least in New "England. Such a step was certain to react upon the schools "directly and powerfully, but who, in all that discussion, saw "so much as an allusion, or, at most, more than allusion from "any college source, to its effect on the schools? College "presidents and professors joined in the debate, but each and "all utterly ignored the schools. To their minds evidently "college education is a thing apart, distinct in its nature, "scope and aims, not a continuation of secondary educa- "tion."

A symmetrical education is the needed force, and this is secured by a single course. A pupil trained in each of the main lines of study will be well-rounded and better fitted for any duty. I do not believe, because a boy 15 years of age thinks he should take the science, that that is the best for him. Mental work gives power and strength, and these come largely from grappling with difficulties outside of one's likes and preference. An article in a recent number of the *Pacific Educational Journal* from the pen of a scholarly teacher asserts that, "No one can deny that for the purposes of the univer- "sity these requirements (the approved course) are excellent, "but for the purposes of the high school—the people's col- "lege—they are not altogether suitable."

It is well known that mental processes are not the choice of the average boy; he cannot keep his grip, he loses interest and is gone. Our schools need not so much mere culture as they do what I may call holding power.

"Every child is sure to be interested in something, so that "if he can see that other things are related to his favorite

" ones, life at once broadens before him. The basis of inter-
" est in study is laid when he finds in the subject-matter of
" instruction that which appeals to his own thinking as valu-
" able." It is well known that for cultivating the judgment, for developing observation, for inciting to keen perception, for deducing results, the study of the sciences is especially strong, indeed more than the mathematics. This subject then is important in every part of the high school work, but it does not in two of the courses seem to be so held. We need more of the practical and useful; we need to have them trained in commercial work,—book-keeping, business methods, practical arithmetic,—in such a way that they shall know something of them; perhaps also some form of manual training. It is not necessary to reduce the school to a business college or a manual training school, but rather to teach the subjects with some thoroughness. Unfortunately it is not done now, and cannot be, while the present system prevails.

This indicates in a general way the line of work, but it cannot be done, until some changes occur. It must be clearly defined that the 85 per cent need more to be able to write accurately and well than to study critically any author on the list, that they require specific training for useful activities. The course is too burdensome to allow this, and it is evident to all, that what are the practical and useful studies of these schools are there more through courtesy than for profitable work. The course then needs modifying, lightening and emancipating. Let the secondary breathe a little of the free air, and have a course that will give it some range for local needs. Now, for any such purpose it is useless.

Communities differ as to their requirements, and it is not too exacting to say, that the first demand of the school is for its local interests. Ninety-six per cent of the pupils will find avenues for work in that section. The second and subordinate interest is for the higher education. I do not hesitate at all in determining this; on account first, of the numbers, and secondly that college plans for education are not successful methods with the large majority. Examine the communities in this State, in which there are high schools. You will find

interests that pertain alike to all, and then you will find many others that are local. These are the first and the best for that people.

The requirements for admission to the University should be elective. If a pupil has been under good training, and is ambitious for a college education, he will succeed. There are certain lines of study that make brain-power, and that is what the collegemen are seeking for. There is not one only line that gives power, and there is but little justification for the pupils of these schools being held down so tightly to certain specified requirements. In the light of the great advance in these last years, it is no difficult matter to show conclusively that open lines of work for admission, an elective requirement in fundamental principles, is the logical outcome of the new methods.

It is not the purpose of this paper to divorce these schools; nor to desire to withdraw the influence of the college idea. It is right and proper such influence should exist, but it is not right and proper it should dominate the whole life and being of the high school. The independence should be maintained, but the inter-dependence should not be destroyed. The people expect this latter shall exist, but not at the expense of very many of the rights of the secondary.

I am not unmindful that our higher institutions all over the land have been largely instrumental in developing secondary education; that the influence of men of culture uplifts the whole mass; that the college or university ahead of the high school strengthens the latter.

There should be no opposition to higher education. It would be an immense advantage to the commonwealth, if 75 per cent of the pupils of our high schools could reach the clusters of rich fruit, that may be gathered in the college. But such is not the case, and such a condition can never be realized. While this is true, it behooves the general welfare to handle the subject as it is, to place it in the reach of every boy and girl within the walls of a secondary school to secure for himself what is most needed, to enable him to fall readily into line, because of his education, in the great activities of the

world's business, to be well-rounded as to his mental powers, so that he may have breadth as well as some depth, and to be able to gather from the infinite sources around him the pleasure that comes to the soul in the enjoyment of what is good and true.